


AGENDA ITEM NO: 7-H-7

MEETING DATE: February 5, 2019

**STAFF REPORT – COVER SHEET**

SUBJECT: Residential Parking DATE: January 25, 2019

DEPARTMENT: Planning & Strategic Initiatives PREPARED BY:  Gillian Villeneuve

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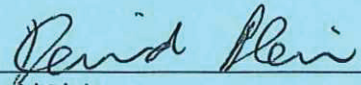
**1. SUMMARY OF ISSUE:**

The availability of parking in residential neighbourhoods has been a longstanding issue within the City and is often a primary focus of neighbourhood concern during Public Hearings. The City's Bylaw Enforcement Department also receives numerous residential parking-related complaints on a daily basis. At Council's direction, staff have undertaken a review of the *Zoning Bylaw* which includes parking regulations. Given the significance of this issue, as part of the *Zoning Bylaw* project, a separate review of residential parking has been completed to address parking concerns in areas of the City currently experiencing rapid densification. This review evaluated potential off-street parking regulations and the impacts of infill development and redevelopment in key neighbourhoods throughout the City.

A summary of the findings and recommendations of the residential parking review has been prepared for Council's consideration with options proposed to address the parking impacts associated with infill and redevelopment projects. Alternative parking solutions are recommended to support the new *Zoning Bylaw* to meet anticipated parking demands while also fulfilling Council's long term vision to promote densification to support a more compact, sustainable, healthy and complete community as established within the 2040 Official Community Plan (OCP).


**2. RECOMMENDATION:**

That staff be directed to include revised standards for residential parking within the Zoning Bylaw review project; and further, that the proposed bylaw amendments be forwarded to the Affordable Housing and Development Process Advisory Committee for review.

  
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David Blain  
Director of Planning & Engineering

**3. CHIEF ADMINISTRATIVE OFFICER'S RECOMMENDATION/COMMENTS:**

Supports recommendation.

  
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Peter Monteith  
Chief Administrative Officer

## STAFF REPORT ON RESIDENTIAL PARKING

PREPARED BY: Gillian Villeneuve DATE: January 25, 2019  
POSITION: Manager of Development  
Planning DEPARTMENT: Planning & Strategic Initiatives

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### 1. DEFINITION OF ISSUE:

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### 2. ZONING BYLAW REVIEW

At Council's direction, a comprehensive review and revision of the current *Zoning Bylaw* is underway to support implementation of the 2040 OCP's goals, objectives and policies. The review will also include implementation of best practices in urban planning and development while ensuring the *Zoning Bylaw* is consistent with Provincial legislation, is improved, updated and simplified as well as creating a user-friendly and organized document. Most of the work concerns technical standards outlined within the Bylaw and the new Bylaw is anticipated to be brought forward for Council's consideration by summer 2019.

As a result of ongoing public concern regarding such matters as provision of off-street and on-street parking, visitor parking, etc. and in advance of the completion of the *Zoning Bylaw* review, a review of residential parking has been accelerated in order to provide certainty to the development community as to parking standards. Direction from Council is sought and will form part of the standards incorporated into the new *Zoning Bylaw*.

### 3. BACKGROUND:

In the past 20 years, the City has grown from 65,000 people to over 84,000 and as such, experienced rapid residential growth. Over the next three decades, the City is anticipated to grow up to 132,000 people, which means an addition 25,000 new residential dwellings. A primary goal of the 2040 OCP is to manage growth responsibly and this includes policy to support healthy community development through the application of complete community principles and planning of appropriate community infrastructure.

*"Complete Community Principles are concerned with the building of a functional, economically and environmentally sustainable, and liveable community, in a way that promotes health. A Complete Community is compact and has a clear structure of neighbourhoods defined by centres, nodes, and multi-modal corridors. It offers a variety of housing options, facilities, and open space systems, including natural and built features. It is walkable, conducive to cycling, and serviced by an effective transit system; it promotes alternative transportation choices and discourages single occupancy vehicle use. It is safe and accessible to people of all ages. It has a strong character and distinctive identity and promotes a sense of place through high-quality planning and design."*

*2040 Official Community Plan*

To support Council's goal of managing growth responsibly, and to better address public concerns, a review of residential parking regulations and minimum parking requirements for new development, as well as the parking impacts of infill development and redevelopment, is necessary and will support the ongoing *Zoning Bylaw* review project. To advance the goal of making Chilliwack a dynamic and liveable city, striking a balance between the needs of residents today and the needs of future residents (likely living in a much different City in 30 years' time) is necessary.

Overall, the review identified the following:

- the City is **largely dependent on single occupancy vehicle travel** as the primary means of transportation;
- the City has a **higher level of vehicle ownership** exceeding that of the lower mainland and provincial average;
- there is a **greater portion of large trucks and work vehicles** when compared to other communities in the Lower Mainland;
- high demand for vehicle travel and levels of ownership places a **high demand on parking infrastructure**, especially in densifying neighbourhoods where parking supply is limited;
- \*new single family, duplex and townhouse zones generally require **2 parking spaces per dwelling and 1 space per accessory dwelling** (ie: secondary suite, coach house), regardless of minimum lot size, provision of driveways and/or suite sizes;
- in neighbourhoods where there is a lack of off-street parking and small minimum lot frontages, and where most residents drive to work, **parking demand has the potential to quickly exceed supply**;
- some residents and visitors have an **expectation that on-street parking is for the exclusive use of the adjacent property owner** as opposed to being a public amenity; and,
- **garages are likely being used for storage**, thereby limiting the overall off-street parking supply.

*\*not all existing single family zones require an additional parking space for accessory dwelling units*

As Chilliwack continues to evolve from a suburban/rural community into a more urban landscape, parking is and will likely remain a key challenge in the short to medium term. A number of recommendations are provided for Council's consideration aiming to balance current needs while supporting the long term vision of a complete community.

#### 4. CHILLIWACK CONTEXT

- 25,000 new homes expected in the next 30 years
- a commuter community highly dependent on single occupancy vehicle travel with high levels of vehicle ownership
- new development = more homes constructed on narrow lots
  - increases lot yields in a subdivision
  - less garage and driveway space
  - increases on-street parking by residents
- other challenges:
  - narrow roads
  - hillside development
  - parking on one side of street only
  - streets with dedicated bike lanes
  - garages used for storage
  - accessory dwelling units (suites/coach houses)

Given the local context, there are several factors to consider when setting parking requirements:

**Demand:** improved transit, ride hailing (ie: Uber, Lyft) and car sharing are expected to decrease parking demand in the medium term; self-driving cars may reduce demand further in the longer term

**Expectation:** many residents expect to be able to park on the street in front of their home; with increased housing density and accessory dwellings (ie: suites), this expectation needs to be managed

**Green Space:** increasing parking requirements reduces the amount of green space available within a neighbourhood

**Affordability:** whether a development includes single family housing and/or townhomes and/or apartments, additional parking comes at a cost which impacts affordability

**Liveability:** not enough parking leads to conflict in a neighbourhood and reduces residents' satisfaction with their development

As shown below, increasing minimum parking standards will limit the ability of the City to promote compact development and densification through developments like Garrison Crossing. It will also reduce the amount of green spaces and increase the proliferation of asphalt. If minimum parking standards remain low, parking will continue to be an issue until behaviours and/or vehicle use in Chilliwack changes.



**lower minimum parking standards =  
compact development and more green space**



**higher minimum parking standards =  
lower density development and more asphalt**

## 5. CURRENT PARKING REQUIREMENTS

A review of minimum parking standards to other communities (Abbotsford, Kelowna, Nanaimo, Kamloops) revealed all single family residential uses require 2 off-street parking space per dwelling unit (2 per du) regardless of lot size (ie: infill small lot). Off-street parking for multi-family developments (townhouse and apartment) varies from community to community with Kelowna and Kamloops adopting a sliding scale of parking based on number of bedrooms per unit. Visitor parking is also required for townhouse and apartment developments.

Currently, Chilliwack specifies parking within each zone as opposed to a more generalized approach adopted by other communities that provide minimum parking requirements by general land use type. As part of the new *Zoning Bylaw*, a similar approach to parking requirements is proposed to remove space requirements from individual zones and consolidate into a simplified table based on land use and ensure consistent standards are required.

## 6. PARKING SUPPLY AND OCCUPANCY

To gain a better understanding of the current parking supply and demand in residential areas of Chilliwack, eight residential streets were surveyed with respect to:

- current number of on-street parking spaces;
- current level of utilization (occupancy);
- number of parked cars in off-street spaces; and,

- the characteristics of the street scape.

Williams Road, Shawnigan Drive, Garrison Boulevard, Anglers Boulevard, Russell Road, Stevenson Road, Edward Street and Macken Avenue were surveyed. Four of the eight streets showed occupancy levels exceeding 80%. Parking occupancy greater than 80% are considered high and reflective of a situation where demand for parking is exceeding supply and vehicles arriving at that neighbourhood are forced to circle the block and search for an unoccupied parking space. These four streets (Williams, Shawnigan, Garrison & Anglers) share several characteristics:

- numerous small single-family lots;
- presence of suites/coach houses; and,
- located away from the downtown/major institutions, \*\*transit, employments lands or services.

*\*\*The City has made substantial progress to expand transit over the past 10 years and this work will continue to encourage further reduction in single-occupancy vehicle travel while continuing to pursue other initiatives such as improving active transportation facilities to encourage more walking and cycling in residential areas.*

Refer to Schedule A of this report for renderings demonstrating occupancy levels of 50%, 80% and 100% for Williams Road, Shawnigan Drive, Garrison Boulevard and Anglers Boulevard.

## 7. RECOMMENDATIONS:

### a) Maintain & Simplify Parking Standards

Remove parking standards from individual zones and address by general land use type.

	LD Single Family	LD Single Family (Small Lot)	LD Single Family (Infill)	LD Multi-Family (Townhouse)	MD Multi-Family (Apartment)	HD Multi-Family (Apartment)
Current Zoning Bylaw	2 spaces per du			2 spaces per du 0.2 visitor spaces per du	1.5 spaces per du 0.2 visitor spaces per du	
New Zoning Bylaw	2 spaces per du			2 spaces per du 0.2 visitor spaces per du	1.5 spaces per du 0.75 spaces per "small" du (<51m <sup>2</sup> ) 0.2 visitor spaces per du	

(LD = Low Density, MD = Medium Density, HD = High Density)

**Impacts & Considerations:** Maintaining minimum parking standards for residential uses will enable the City to continue promoting compact development and densification. However, in the short to medium term, some parking issues and customer complaints will likely continue in residential neighbourhoods where small lots and accessory dwellings are permitted or where on-street parking is restricted by parking pockets or bike lanes.

**b) Revise Garage Parking Standards**

Currently, a double-car garage meets the bylaw requirement of providing 2 spaces per dwelling unit, regardless of whether or not a driveway is provided in front of the home. If garages are providing storage space for household goods or activities, driveways abutting the garage should be long enough to accommodate an average sized car (minimum of 6m). To ensure adequate off-street parking is provided both within a garage and driveway, it is recommended that a garage space account for 1 off-street parking space only and all other required parking to be unenclosed; provided all parking spaces meet bylaw requirements for length and width.

**Impacts & Considerations:** Families need adequate space for parking. Where residents rely on garages for other uses, driveways need to accommodate their parking needs. While additional unenclosed parking in the form of driveways may limit the ability of the City to promote compact development and densification, it is anticipated to improve the parking experience for residents and visitors within the neighbourhood as well as improve circulation and safety within developments. This requirement may also impact development yield, particularly in townhouse development, which may impact the supply of affordable housing.

**c) Add Parking Standards for All Accessory Dwelling Units**

In keeping with recent amendments to the R1-A (One Family Residential) Zone, all zones that permit accessory dwelling units should be amended to require at least 2 surface, non-enclosed off-street parking spaces (one for the principal residence, one for the accessory residence). Tandem parking should not be permitted as a means of meeting the minimum parking requirements. In addition, where large forms of detached accessory dwellings are permitted, such as coach houses or garden suites, parking requirements for large accessory dwellings should be increased to better align with the high levels of vehicle ownership in Chilliwack.

	Accessory Dwellings	Tandem Parking
Current Zoning Bylaw	1 space per du	No
New Zoning Bylaw	1 space per one bedroom or studio du 2 spaces per detached accessory dwelling with 2 or more bedrooms	No, unless 1 space is being used to support the 2 parking spaces per large accessory dwelling unit requirement

(Tandem Parking – means two parking spaces configured as a single, double-length space; once space is in front of the other such that one vehicle will have to pull out in order to access the second vehicle)

**Impacts & Considerations:** Increasing minimum parking standards for accessory dwellings will limit the ability of the City to promote compact development and densification. Further, this requirement may disincentive developers from creating secondary suites, as too much land will be dedicated to parking (lower development yield), which would lower affordable housing supply.

**d) Increase Setbacks & Visitor Parking Requirements within Small Lot, Infill Single Family and Duplex Zones**

- i. The R3 (Small Lot One Family Residential) Zone currently allows for two different setbacks to accommodate building placement and off-street parking:
  - residential (fee simple) = 4.5m
  - residential (strata) = 6m

In other residential zones, whether fee simple or strata, the front setback is a minimum of 6m to provide more driveway space and ensure minimum parking requirements are provided to avoid vehicle overhang over circulation drive aisles (public or private road). A consistent front setback of 6m is recommended to promote use of driveways for parking while reducing concerns regarding circulation and safety within a development.

It is important to note the *Land Development Bylaw* requires access routes or fire lanes to be a minimum clear width of 6m and posted with signage stating "No Parking – Fire Lane) to ensure the Fire Department can safely access a site and set up fire-fighting apparatus.

- ii. There is currently no requirement for bare land strata residential developments created within the R3 Zone to provide for visitor parking. All parking must be accommodated within the development site and the small lot size and limited road right-of-way (6m width for strata roads while maintaining a clear access route/fire lane) creates a negative impact to the community with respect to visitor parking, particularly where on-street parking is not available on the nearest public road. While strata development within the R3 Zone was historically used for gated, senior citizen oriented communities, newer R3 Zoned strata developments are also being built and marketed towards families. As such, there is a need to consider increased standards for visitor parking.
- iii. The R1-D (Infill Small Lot Residential) Zone was originally created for limited infill development of single family detached homes as a means of increasing density. Given the affordability of R1-D Zoned properties, implementation of the R1-D Zone has been used widespread throughout all neighbourhoods within the community. In response to this demand, Infill Development Policies were created to establish expectations with respect to how infill development will occur to best fit, and enhance, existing neighbourhoods. However, infill development remains a contentious issue within neighbourhoods and generates much discussion during Public Hearings with respect to parking, privacy, building orientation, character and built form.

In keeping with the recently adopted Chilliwack Proper and Fairfield Island Neighbourhoods Plan, it is recommended that new infill development be supported by the provision of adequate off-street parking for residents and visitors:

- infill development to be directed to properties with rear lane access to ensure on-street parking is maintained for visitors



Narrow lots may be considered on properties that have no rear lane under special circumstances:

- on-street parking is available and the proposed subdivision design enables retention of on-street parking (ie: through a parking pocket that does not impede sidewalk or bike lanes) and/or through narrower driveway entrances at the street to protect on-street parking; or,
  - where on-street parking is not available (ie: arterial roads, bike routes) an increased front yard setback of 12m is required to provide longer driveways and on-site parking pads for additional parking, provided the setback is consistent with adjacent development and/or the lot has sufficient depth to accommodate an extended driveway and maintain minimum rear yard setbacks for amenity space.
- iv. The R1-B (One and Two Family Residential) and R3-A (Small Lot Two Family Residential) Zone are used for facilitate duplex development. Given the lot characteristics (area, width, depth), a duplex lot essentially functions as an attached infill lot (R1-D Zone). As such, it is recommended that duplex developments be directed to corner lots where off-street parking can be accommodated on each fronting street or adjacent lanes. Similar to the infill recommendations above, special circumstances may support duplex development in neighbourhoods where on-street parking is available or through increased front yard setbacks (while maintaining adequate amenity area on site).

**Impacts & Considerations:** Both the R1-D and R3 Zones allow for accessory dwelling units in the form of secondary suites. As per previous recommendations, an additional off-street parking space will be necessary for the homeowner's tenant. Implementation of the above recommendations will increase minimum parking standards for infill and small lot development and may impact affordability; however, will ensure new infill development is in keeping with the existing neighbourhood and create more space for both on-street and off-street parking.

## 8. SUMMARY OF RECOMMENDED BYLAW AMENDMENTS

- remove parking standards from individual zones & address by general land use type
- garage space = 1 off-street parking space, all other required parking to be unenclosed
- increase parking requirements for all zones that permit ADUs
- apply a consistent front setback of 6m within R3 Zone & add visitor parking standards
- new \*R1-D Zone infill development to provide adequate off-street parking for residents & visitors
- direct \*R1-B/R3-A Zone duplex developments to corner lots or lanes where off-street parking can be accommodated on each fronting street or adjacent lanes

*\*special circumstances may support infill & duplex development in neighbourhoods where on-street parking is available or through increased front yard setbacks*

**9. FUTURE POLICY**

It is anticipated that direction from Council concerning parking standards will inform future policy changes concerning infill and small lot development in advance of and/or in conjunction with future neighbourhood planning. Issues such as landscaping for green and attractive streetscapes and neighbourhoods throughout the City will form part of this policy review.

**10. RECOMMENDATION & SUBSTANTIATION:**

**Recommendation:**

That staff be directed to include revised standards for residential parking within the Zoning Bylaw review project; and further, that the proposed bylaw amendments be forwarded to the Affordable Housing and Development Process Advisory Committee for review.

**Substantiation:**

Recommendations have been provided in an attempt to align the realities of vehicle ownership rates and parking demand in Chilliwack with minimum parking requirements and current policy related to density and land use (ie: provision of affordable housing and creation of a complete community). However, determining an acceptable level of service for residents and visitors through improved parking management is not without challenge. For the short to medium term, promoting compact development and densification is likely to result in continued parking issues and customer complaints; especially in neighbourhoods where small lots and accessory dwellings are permitted or where on-street parking is restricted by parking pockets or bike lanes. These recommendations are intended to maintain and support Council's overall long term vision to promote densification to create a more compact, sustainable, healthy and complete community.


**SCHEDULE A**  
**WILLIAMS ROAD - PARKING OCCUPANCIES**

**50%**

**80%**

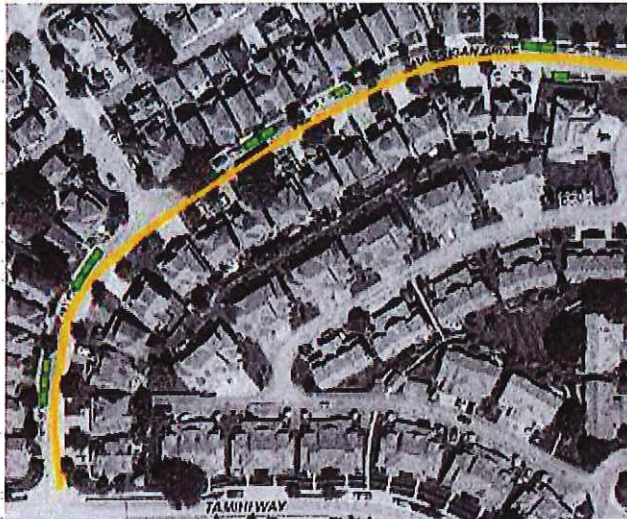
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 = available on-street parking space

**SCHEDULE A**  
**SHAWNIGAN DRIVE - PARKING OCCUPANCIES**

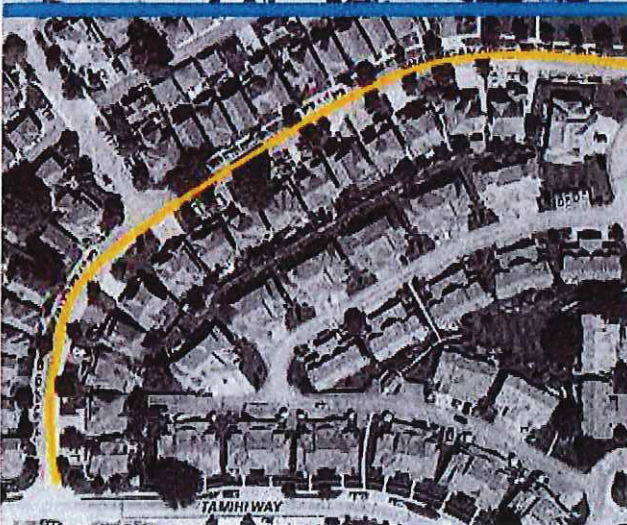
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


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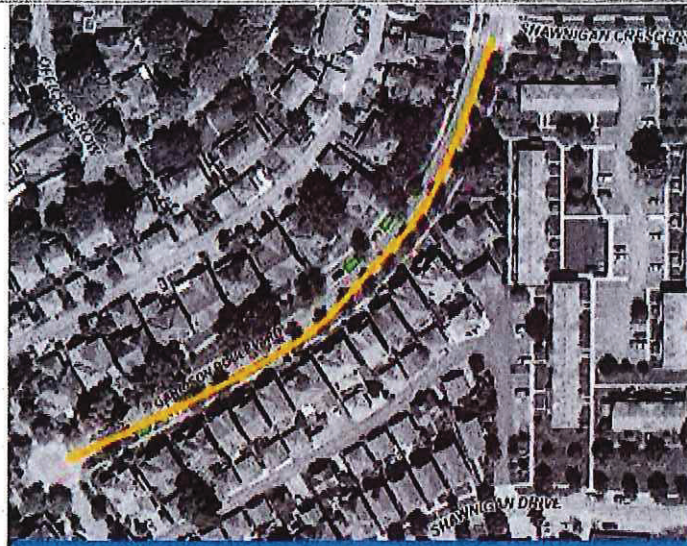
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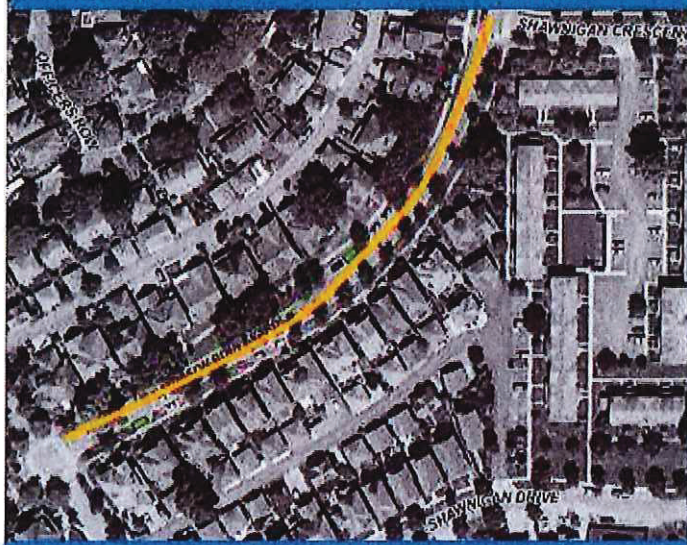
 = available on-street parking space

**SCHEDULE A**  
**GARRISON BOULEVARD - PARKING OCCUPANCIES**

**50%**



**80%**



**100%**



**SCHEDULE A  
ANGLERS BOULEVARD - PARKING OCCUPANCIES**

**50%**




**80%**



**100%**



 = available on-street parking space