



City of Richmond

Report to Committee

To: Public Works and Transportation Committee **Date:** January 19, 2022
From: Lloyd Bie, P. Eng.
Director, Transportation **File:** 08-4430-00/Vol 01
Re: **Proposed Amendments to Zoning Bylaw 8500 - Section 7 Parking and Loading**

Staff Recommendation

That Zoning Bylaw No. 8500, Amendment Bylaw No. 10077, to increase the implementation of transportation demand management measures and reduce the requirement for large size loading bays on residential sites, be introduced and given first reading.

Lloyd Bie, P. Eng.
Director, Transportation
(604-276-4131)

Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Engineering	<input checked="" type="checkbox"/>	
Sustainability & District Energy	<input checked="" type="checkbox"/>	
Development Applications	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
Law	<input checked="" type="checkbox"/>	
Community Social Development	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

Section 7 (Parking and Loading) of Zoning Bylaw 8500 (the Bylaw) identifies the requirements for off-street parking (motor vehicles and bicycles) and loading spaces for residential, commercial and other land uses. This report presents proposed amendments to Section 7 in order to:

- incorporate the findings of recent parking utilization studies in Metro Vancouver;
- respond to feedback from the development community; and
- achieve a better alignment of the requirements with the goals and objectives of the Official Community Plan (OCP) and Community Energy and Emissions Plan (CEEP).

Upon completion of the update of the Cycling Network Plan and cycling-related policies anticipated in Q2 2022, a future staff report anticipated in Q4 2022 will propose updated off-street bicycle parking requirements and respond to the following Council referral made at the May 19, 2015 Public Hearing meeting:

That staff examine the bicycle parking stall requirements for multi-residential units in Richmond Zoning Bylaw 8500.

In the interim, staff will continue to pursue additional long-term on-site bike parking in excess of Bylaw requirements for larger multi-family units.

This report supports Council's Strategic Plan 2018-2022 Strategy #6 Strategic and Well-Planned Growth:

Leadership in effective and sustainable growth that supports Richmond's physical and social needs.

6.1 Ensure an effective OCP and ensure development aligns with it.

Analysis

Proposed Amendments to Section 7: Parking and Loading

The proposed amendments to Section 7 are intended to:

- streamline and align requirements with current practices; and
- increase the implementation of Transportation Demand Management (TDM) measures to encourage the use of alternative travel modes.

Collectively, the proposed amendments will:

- improve utilization of parking spaces;
- improve site design and increase available floor space for urban space in residential developments;

- reduce the costs of the provision of off-street parking facilities; and
- achieve parking provisions that respond to the sustainability goals of the OCP and CEEP.

For each of the proposed Zoning Bylaw amendments, the following sections outline the current bylaw, the proposed changes and the rationale for the respective amendment. In addition, the terminology used Section 7 will be updated (i.e., use “people with disabilities” instead of “disabled persons” in Sections 7.5.14 and 7.15.5).

Section 7.4.4: Transportation Demand Management (TDM) Measures

The City secures TDM measures through redevelopment to manage traffic and parking demand. TDM measures are an effective approach to maximize travel through sustainable transportation choices. The current Bylaw wording states that the minimum on-site parking requirements contained in the bylaw may be reduced by up to a maximum of 10% where:

- the City implements transportation demand management measures, including the use of car co-operatives, transit passes, private shuttles, carpools or enhanced end-of-trip cycling facilities; and
- the minimum on-site parking requirements are substantiated by a parking study that is prepared by a registered professional transportation engineer and subject to review and approval of the City.

The proposed amendment will increase the reduction in minimum off-street parking requirements that can be allowed with the implementation of TDM measures from a maximum of 10% to a maximum of 20%. Similar to the application of the existing clause, the proposed TDM reduction will be applicable to all uses identified with parking requirements in the Bylaw. TDMs will continue to be secured and implemented through the redevelopment process.

The proposed increase in eligible parking reduction reflects the results of the City’s parking study utilization counts for sites within City Centre (Attachment 1) and is also consistent with the results of the Metro Vancouver 2019 Apartment Study results (Attachment 2). Even with the proposed maximum 20% reduction from the current Bylaw rates for residential use, the resultant parking rates will still be within the observed on-site parking utilization rates from both studies. The proposed further reduction will more closely match the on-site parking provisions for future residential developments to the observed parking demands in the City Centre.

The list of eligible TDM measures will also be broadened to include those commonly applied in the industry:

- enhancements to cycling and walking facilities in the vicinity of the development;
- implementation of pedestrian-friendly pavement and sidewalk treatments; and
- the development makes provision for emerging and innovative TDM measures in the future.

In addition, the monetary equivalent could be considered towards the City securing the TDM measures associated with the development.

An additional clause is proposed to deter an oversupply of on-site parking in excess of the Bylaw provisions or associated parking study requirements whereby through a development permit or

rezoning application, additional TDM measures may be sought by the City to offset the impacts created by additional vehicle trips to the site.

Currently the Bylaw does not permit staff to seek enhancements to encourage active modes of travel to a site when additional parking beyond required parking demand is provided. Application of the proposed clause will be reviewed on a case by case basis through the development applications process to determine if the level of parking oversupply is deemed to increase the reliance of the automobile use without any countermeasures that promote alternate modes of travel.

An example of a development application where consideration for the provision of TDMs may be secured is an apartment building with two parking stalls per unit proposed by the developer whereas the Bylaw parking provision requires 1.5 parking stalls per unit. Depending on the size and location of the development, staff may pursue requiring the developer to incorporate TDM measures to support sustainable transportation modes in order to better align the development with the objectives of the OCP and CEEP.

This clause will not preclude the provision of parking stalls on site that exceed the Bylaw provision for market or other reasons by a development. It will, however, allow the City to offset the impacts of additional automobile trips to the site by also supporting enhancements to alternate modes of travel. As additional vehicle trips have operational and maintenance impacts to the adjacent road network, expanding the availability of transportation choices for future residents, employees and visitors of a development will help mitigate these impacts.

Section 7.9.3.1: Residential Use City Centre Parking Requirements – Affordable Housing Use

Per the current Bylaw, the minimum parking spaces required for an affordable housing unit are 0.9 spaces per unit for residents. The proposed amendment will lower the minimum parking rate to 0.8 spaces per unit to align with the market rental apartment housing rate of 0.8 spaces per unit in City Centre Zone 1. Both affordable housing units and market rental apartment housing units would be eligible for the further 20% parking reduction with TDM measures as proposed for Section 7.4.4 described above.

A staff report in response to the Council referral that staff review the required parking ratios for 100% market rental buildings is anticipated to be presented to Council for consideration in the first quarter of 2022.

Section 7.4.3: Shared Parking Areas

The current Bylaw wording states that the sharing of on-site parking areas for two or more uses is permitted where:

- the maximum demand of such parking areas by the individual uses occurs at different periods of the day;
- the maximum demand of such parking areas is substantiated by a parking study that is prepared by a registered professional transportation engineer; and
- the parking study is subject to the review and approval of the City.

The changes proposed will allow the sharing of commercial/retail and residential visitor parking areas. This change will formalize a long standing practice for mixed use developments as the peak demands for each use occur at different times of the day. The additional change proposed is a new clause that the undertaking of a parking study is at the discretion of the City.

Initial Consultation with Urban Development Institute

At the January 29, 2020 meeting of the Richmond Committee of the Urban Development Institute (UDI), staff presented the proposed Zoning Bylaw amendments to seek input and feedback. Generally, there was support for reducing the off-street parking rates; however, the group did express some concern regarding TDM measures, especially with respect to the provision of transit passes. Staff explained that there is no mandatory provision for TDM measures and a development can still elect to provide the minimum parking required by the Bylaw should a reduction in parking supply not be sought. Similar to the current TDM clause in the Bylaw, TDM measures to support a parking reduction of up to 20% will be required to promote the use of alternate modes of travel to the site.

Although not presented as part of the proposed Zoning Bylaw amendments, UDI expressed concern regarding large truck loading requirements for residential developments. Staff have investigated this item and support changes to the current bylaw requirements. As described below, this amendment will formalize the current practice through the development application process to grant a variance for the need to accommodate larger trucks on site.

Section 7.13: On-Site Loading for Large Size Trucks

Under the current Zoning Bylaw, the general requirements for on-site large size truck (e.g., semi-trailer) loading spaces in residential developments are as follows:

- 81 or more dwelling units: required where the developments are fronting a public road where on-street parking is prohibited.
- 241 or more dwelling units: required where the developments are fronting a public road where on-street parking is permitted.

The proposed amendment would remove the requirements for on-site large size truck loading spaces for residential developments based on the following rationale:

- Feedback from the development industry indicates that on-site large size truck loading spaces are very infrequently used and in some cases never used. The provision of such loading facilities therefore is not the best utilization of urban space.
- Because of the large foot print required to accommodate the on-site turning movements, the design of loading facilities for large size trucks is often very challenging and in some cases not possible.
- Removing the large size truck loading requirements is expected to result in improved design of site layout and more optimal utilization of limited urban space for residential developments.
- Any developments that need on-site large size truck loading spaces would typically be provided by the developer at its own initiative to meet the tenant's needs. If any large size truck loading spaces are required in special cases, the requirements would be addressed on a

case by case basis jointly by staff and the applicants to ensure that all on-site loading demand can be accommodated.

Follow-up Consultation with Urban Development Institute

At a meeting with the Richmond Committee of UDI held on January 13, 2022, staff presented the suite of proposed bylaw amendments, including the removal of the on-site large truck loading space requirement. UDI was supportive of all of the changes, the feedback received was positive and the group commended staff for the proposed amendments.

Financial Impact

None.

Conclusion


The proposed changes to Section 7 of the Zoning Bylaw are consistent with the findings in Metro Vancouver's 2019 apartment study, reflective of feedback from the development community, and are in alignment of the transportation-related goals, objectives and actions outlined in the Official Community Plan.

These amendments are intended to encourage the use of non-automobile based travel mode choices and provide a mechanism for the City to secure measures to promote non-automobile travel to a development.

Without these proposed amendments to reflect today's market conditions and regional sustainability goals, there would be a continued undesirable over-supply of parking and loading spaces thereby encouraging the increased use of private automobiles resulting in unnecessary traffic congestion and increased vehicle emissions in the city.



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Att. 1: 2016 City Centre Parking Study

Att. 2: 2018 Metro Vancouver Apartment Study

2016 City Centre Parking Study

A parking survey study conducted during September-October 2016 in the City Centre confirmed that reduced residential and visitor parking rates are appropriate. The study observed on-site parking usage in 11 residential developments in all three City Centre parking zones (Attachment 1) as summarized in Table 1.

Table 1: Residential Parking Supply and Use at 11 Sites in Richmond

Residential Parking Rate (space/dwelling unit)	Zone 1	Zone 2	Zone 3
Current Rate	1.0	1.2	1.4
Average Observed Usage	0.77	0.74	0.78
Proposed Rate with TDM 20% Reduction	0.8	1.0	1.1

For resident parking, the proposed increase to a 20% parking rate reduction with TDM measures is still within the average observed parking demand.

In conjunction with undertaking the local parking survey, staff also reviewed the findings of the regional parking study conducted in 2018 by Metro Vancouver (Attachment 3). The findings of the local Richmond study are consistent with those generated by the Metro Vancouver study in terms of actual parking demand relative to Zoning Bylaw parking requirements. The Richmond specific parking study commissioned by staff did indicate high utilization of adjacent on-street parking.

Based on the findings of parking studies conducted locally and by Metro Vancouver, staff conclude that the proposed parking reduction of up to 20% with TDM measures is appropriate and can be supported based on the following rationale:

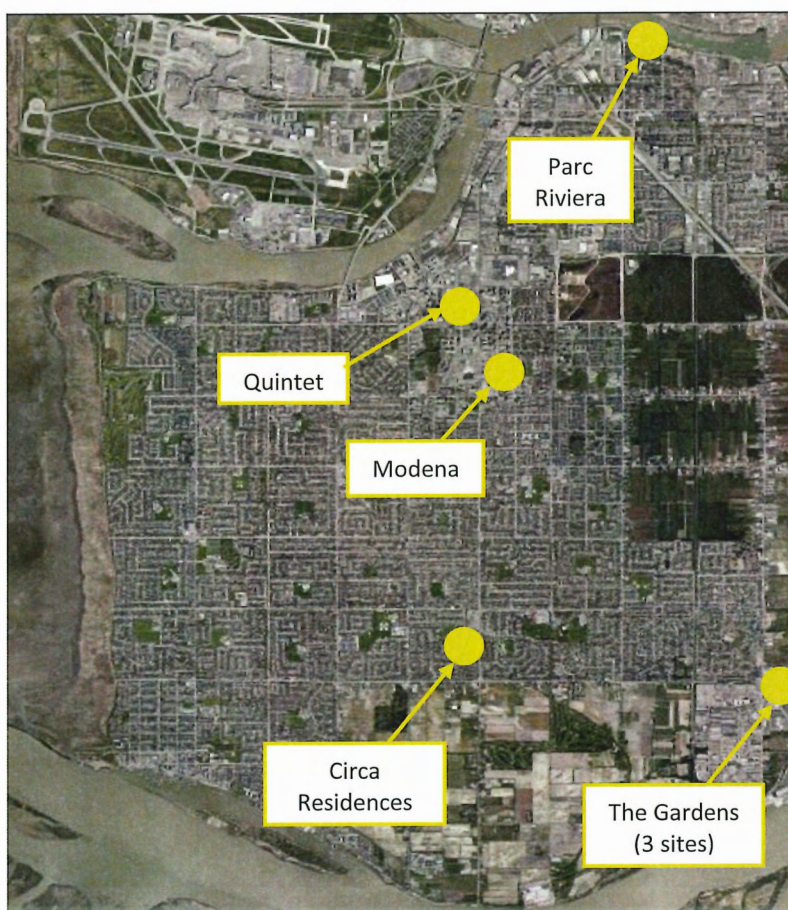
- A potential reduction of up to 20% with TDM measures will yield parking rates that are well within the range of actual parking demand generated by both residents and visitors.
- Reduced car parking supply and less reliance on the automobile as a travel choice are consistent with the City's sustainability goals and initiatives.
- The proposed reduction will achieve a balance between meeting parking demand and recognizing increasing transit usage as a result of improved transit services such as the Canada Line and the Frequent Transit Network.
- Discretion is available to staff regarding the extent of practical parking reduction with TDM measures based on the request for and results of a parking study and in consideration of site specific conditions. An outright parking reduction will not be recommended to Council without capturing benefits to the City.

2018 Metro Vancouver Apartment Study

A staff report titled “TransLink Metro Vancouver 2018 Regional Parking Study – Key Findings” was presented to Public Works and Transportation Committee on May 23, 2019 for information.¹ The key finding from the seven sites studied in Richmond is a consistent over supply of parking compared to the on-site utilization. Table 1 summarizes the findings for each site studied in Richmond.

Table 1: Residential Parking Supply and Use at Selected Sites in Richmond

Building Name	Tenure	Parking Supply (Stalls per DU)	Parking Use (Vehicles per DU)	Parking Oversupply Estimate
Azalea at the Gardens	Strata	1.41	0.82	+72%
Camellia at the Gardens	Market Rental	1.05	0.74	+42%
Magnolia at the Gardens	Strata	1.45	0.88	+65%
Circa Residences	Market Rental	1.28	0.85	+51%
Modena	Strata	1.29	0.75	+72%
Parc Riviera	Strata	1.70	1.10	+55%
Quintet Towers	Strata	1.16	0.69	+68%



Surveyed Apartment Sites in Richmond

¹ The report can be accessed at: https://www.richmond.ca/agendafiles/Open_PWT_6-19-2019.pdf.



**Zoning Bylaw No. 8500
Amendment Bylaw No. 10077**

The Council of the City of Richmond enacts as follows:

- (1) **Zoning Bylaw No. 8500**, as amended, is amended further by deleting Section 7.4.3 and replacing it with the following:

7.4.3 Shared on-site parking areas for two or more **uses** may be permitted where:

- (a) the maximum demand of such parking areas by the individual **uses** occurs at different time periods of the day;
- (b) the maximum demand of such parking areas for residential visitor and commercial **uses** occurs at different time periods of the day;
- (c) the maximum demand of such parking areas is substantiated by a parking study that is prepared by a registered professional transportation engineer and is subject to review and approval of the **City**; and
- (d) the undertaking of such studies is at the discretion of the Director, Transportation.

- (2) **Zoning Bylaw No. 8500**, as amended, is amended further by deleting Section 7.4.4 and replacing it with the following:

7.4.4 The minimum on-site parking requirements contained in this bylaw may be reduced by up to a maximum of 20% where:

- (a) the **City** secures transportation demand management measures, including but not limited to new or enhanced cycling and walking facilities in the vicinity of the development, the provision of car-sharing and bike-sharing, transit passes, increased bicycle parking, private shuttles, carpools, and end-of-trip cycling facilities, and other measures deemed acceptable by the **City**;
- (b) the minimum on-site parking requirements are substantiated by a parking study that is prepared by a registered professional transportation engineer and is subject to review and approval of the **City**; and
- (c) the undertaking of such studies is at the discretion of the Director, Transportation.

- (3) **Zoning Bylaw No. 8500**, as amended, is amended further by adding the following Section 7.4.5:

7.4.5 Should the minimum on-site parking requirements contained in this bylaw or substantiated by a parking study that is prepared by a registered professional transportation engineer that is subject to review and approval of the **City** be exceeded, the **City** may secure transportation demand management measures including but not limited to new or enhanced cycling and walking facilities in the vicinity of the development, the provision of car-sharing and bike-sharing, transit passes, increased bicycle parking, private shuttles, carpools, and end-of-trip cycling facilities, and other measures deemed acceptable by the **City**.

- (4) **Zoning Bylaw No. 8500**, as amended, is amended further at Sections 7.5.14(b) and 7.5.15(a) by deleting the phrase “disabled persons” and replacing it with “persons with disabilities.”
- (5) **Zoning Bylaw No. 8500**, as amended, is amended further at Table 7.9.3.1 Residential Use City Centre Parking Requirements by deleting the row for Affordable Housing Unit and replacing it with the following:

Residential Uses	Zone 1	Zone 2	Zone 3
Affordable Housing Unit	0.8 spaces for residents per affordable housing unit ; plus 0.2 spaces for visitors per affordable housing unit		

- (6) **Zoning Bylaw No. 8500**, as amended, is amended further by deleting Table 7.13.6.1 Residential Use On-site Loading Space Requirements and replacing it with the following:

Number of Dwelling Units	Minimum Number of On-site Loading Spaces Required for Residential Uses			
	For developments fronting a public road where on-street parking is typically allowed, i.e. collector road , local road or City Centre minor street		For developments fronting a public road where on-street parking is or will be prohibited, i.e. provincial highway, arterial road or City Centre major street or thoroughfare	
	Medium Size ¹	Large Size ¹	Medium Size ¹	Large Size ¹
Up to 10	n/a	n/a	On-site ²	n/a
11 to 80	On-site ²	n/a	On-site ²	n/a
81 to 240	On-site designated: 1 space	n/a	On-site designated: 1 space	n/a

	Minimum Number of On-site Loading Spaces Required for Residential Uses			
	For developments fronting a public road where on-street parking is typically allowed, i.e. collector road , local road or City Centre minor street		For developments fronting a public road where on-street parking is or will be prohibited, i.e. provincial highway, arterial road or City Centre major street or thoroughfare	
Number of Dwelling Units	Medium Size ¹	Large Size ¹	Medium Size ¹	Large Size ¹
241 or more	On-site designated: 1 space plus 1 space per each additional 160 dwelling units over 240 dwelling units	For buildings that are 5 storeys or higher: n/a or Laneway: 1 space for every 2 buildings ³	On-site designated: 1 space plus 1 space per each additional 160 dwelling units over 240 dwelling units	For buildings that are 5 storeys or higher: n/a or On-street layby: 1 space for every 2 buildings or Laneway: 1 space for every 2 buildings ³

Notes:

- 1 On-site medium-size and large-size **loading spaces** could be shared.
- 2 Designated space not required provided that the (designated) loading vehicle would be able to manoeuvre on-site and not impact the public **road** (i.e., **vehicles** would manoeuvre via the drive aisle to reach the area intended to be served, as approved by the Director of Transportation).
- 3 Provision of a **loading space** in laneways can be considered if a 4.5 m lateral clearance is available on the travel portion of the laneway, clear of the parked loading **vehicle** and loading activities.

(7) This Bylaw is cited as “**Zoning Bylaw No. 8500, Amendment Bylaw No. 10077**”.

FIRST READING

SECOND READING

THIRD READING

ADOPTED

_____	CITY OF RICHMOND
_____	APPROVED for content by originating dept.
_____	JC
_____	APPROVED for legality by Solicitor
_____	LB

MAYOR

CORPORATE OFFICER