

REPORT TO COUNCIL



Date: October 7th, 2019

RIM No. 1250-30

To: City Manager

From: Development Planning Department (AC)

Application: TA18-0009 **Owner:** n/a

Address: n/a **Applicant:** City of Kelowna

Subject: Section 8 Parking & Loading Zoning Bylaw Text Amendment Application

1.0 Recommendation

THAT Zoning Bylaw Text Amendment Application No. TA18-0009 to amend the City of Kelowna Zoning Bylaw No. 8000 by the replacing Section 8 Parking and Loading with a new Section 8 Parking and Loading as identified in Schedule "B" and outlined in the Report from the Development Planning Department dated October 7th, 2019, be considered by Council;

AND THAT the Zoning Bylaw Text Amendment Bylaw be forwarded to a Public Hearing for further consideration.

2.0 Purpose

To consider an update to Section 8 Parking & Loading Zoning Bylaw for various parking regulations.

3.0 Development Planning

As the City of Kelowna continues to evolve into an increasingly urban environment with enhanced public transportation options, urban infill, and complete urban centres, Staff has recognized the need to review the City's parking standards as directed by numerous policy initiatives including Imagine Kelowna and the Pedestrian and Bicycle Master Plan. This report proposes new parking standards for the Zoning Bylaw regulating the supply and design of private off-street parking and the provision of active transportation facilities.

Many of the existing parking requirements contained within Zoning Bylaw No. 8000 were 'carry overs' from the previous Zoning Bylaw No. 4500 which was created decades ago. Those parking regulations focused on an auto-oriented approach which ensured that each destination could accommodate peak parking demand on-site, thereby minimizing the potential for off-site impacts. The existing requirements, with the exception of mixed-use residential / commercial land uses within the urban centres, have little consideration for the availability of alternative forms of transportation, urban context, or development forms. The combination of high minimum vehicular parking requirements and few alternative transportation solutions have contributed to:

- an over-supply of parking;
- inefficient use of land;
- negative impact on form and character with vehicle-oriented solutions (e.g. parking lots, garages, parkades, driveways, etc.);
- creating barriers for redevelopment due to the high cost of parkades or limited space on-site on small properties to achieve a feasible parking area;
- dispersed development patterns, which in turn strengthen automobile dependence and discourages alternative forms of transportation such as transit and walking; and
- more vehicle use, which in turn increases pressure for new roads and widening existing roads (e.g. six laning of Hwy 97 from Hwy 33 to Edwards).

The proposed amendments are meant to incorporate several outstanding actions that were directed to Staff as part of higher-level policy documents including: The Official Community Plan, Healthy Housing Strategy, Council adopted Car-sharing strategy, previously adopted 2012 Kelowna Housing Strategy, Community Climate Action Plan, Imagine Kelowna, and the Pedestrian and Bicycle Master Plan. The proposed changes are intended to modernize parking regulations, minimize spill-over into sensitive areas, alter minimum and maximum parking requirements, and consider alternative transportations options like car-sharing and increased cycling infrastructure in order to promote more sustainable forms of development. This includes supporting more cost-efficient and land-efficient forms of development, supporting the envisioned urban structure and public transit investments, encouraging transportation alternatives to the automobile, and mitigating the environmental impacts of parking facilities.

3.1 Project Description – Overview of Major Changes

For a comprehensive review of the proposed changes, see Attachment 'A' (Summary of Changes) and Attachment 'B' (Proposed Text Amendments to Zoning Bylaw No. 8000). Staff reviewed many other municipalities' parking regulations and they vary widely across the province depending on the particular situation and context. The proposed changes are informed from this research, Staff's experience with development applications, and consultation with the Urban Development Industry (UDI). Staff have consulted with UDI and met with them to review the proposed regulations with adjustments made to reflect industry trends.

Adjust Parking Rates:

The existing parking requirements are high for some commercial and industrial land uses. Many overlapping commercial and industrial uses are not justified in having their own parking requirement (e.g., video store versus convenience store versus retail store). To simplify the standards and improve their accuracy, the proposed standards consolidate uses particularly for retail, restaurant, and industrial/employment uses. Revised parking requirements have been developed to better reflect modern levels of parking, allow for shared-use of parking where appropriate, decrease inefficient land use patterns, and balance the need to require appropriate levels of parking without contributing to extensive oversupply.

The proposed changes also adjust the parking rates within the Urban Centres and Village Centres. The general reduction in required parking is meant to better reflect the actual parking demand for different dwelling types and to align with the City's Transportation Demand Management goals for residential units within Urban Centres and Village Centres.

Rental Housing Incentive:

Staff are recommending a 20% parking reduction within Urban Centres or 10% parking reduction outside Urban Centres be applied to purpose-built rental housing developments. The parking for rental housing developments can be managed more efficiently with a rental pool of parking and when located in an Urban Centre with associated services, amenities, and alternate transportation options. The rental land use will need to be guaranteed through the new Local Government Act zoning powers for rental apartments.

Car-Sharing:

New car-sharing regulations will be introduced into the Zoning Bylaw in order to encourage diversity and choice in transportation alternatives. The proposed changes add definitions and incentives surrounding car-sharing. The proposal introduces a reduction in the amount of required off-street parking subject to the provision of a car-share vehicle up to a 20% maximum reduction. The proposed rate is a five-stall reduction for every car sharing vehicle provided. The parking rate reduction was based on Staff's recommendation that would lead to the viability of car sharing as a community amenity. The specific recommended numbers are based on research from other BC municipalities, current market conditions for a car-sharing fleet, memberships, and cash-in-lieu of parking.

Active Transportation (End-of-Trip Facilities, Bicycle Parking, & Bicycle Incentives):

Staff are recommending end-of-trip facilities regulations be added to the Zoning Bylaw. End-of-trip facilities means the suite of complementary common facilities such as clothing lockers, change rooms, washrooms, shower access, bike repair spaces, and bike wash stations that are necessary to support cyclists, runners, walkers and other active commuters where these amenities are needed at the end of their trip. Requiring these amenities, targeted towards employees, be incorporated into commercial and industrial developments will support the City of Kelowna's desired alternate transportation modal split and encourage vehicular trip reductions.

The bicycle parking standards are proposing to change. The number of short-term bicycle parking spaces is proposed to be based on the number of building entrances not the gross floor area. This change is to better reflect the actual need and location of these stalls. The main change in the long-term bicycle parking stalls is increasing the number of bicycle parking stalls from 0.5 stalls per dwelling unit to 0.75 stalls per dwelling unit. The proposal is to require at least 50% of long-term bicycle stalls to be anchored to the ground rather than in a vertical fashion. Secure horizontal bicycle parking allows easier access to bicycles, increasing the likelihood of commuter use.

Staff are recommending bicycle incentives be added to parking regulations. If a development was to provide additional long-term bicycle parking on top of the increased minimum requirements, then a reduction in vehicular parking would be applied as a bonus incentive.

Downtown Parking Exemptions

Staff are recommending a further reduction in the minimum parking regulations for commercial parking in the downtown core. This area was chosen as it is the only area in Kelowna that is designated as a 'walkers paradise' by the website WalkScore. The lower required parking rate will facilitate Kelowna's urbanization and contribute to the live, work, play neighbourhood goals for the downtown. Staff contemplated eliminating parking requirements for commercial development but concluded an interim step should be pursued. This step would still require reduced off-street parking and the City will reconsider eliminating minimum parking requirements as part of a larger long-term policy decision. This review would likely happen subsequent to the implementation of a new OCP and along with a broader shift toward relying less on vehicles for daily routines.

Tandem Parking

Staff initially proposed to eliminate tandem parking in multi-family developments including townhouses due to the impracticality of a two-vehicle household using tandem parking. After discussion with UDI, Staff are proposing to restrict tandem parking outside the urban core. UDI's preference is to keep the existing tandem parking rules in order to maximize the number of townhouse units that could be developed on any lot within the City of Kelowna. Staff are recommending permitting tandem parking within the urban core as there is increased probability of alternate transportation is more viable and a household is less likely to rely upon two vehicles.

Size of Vehicular and Universal Accessible Parking

The introduction of compact car size into the Zoning Bylaw occurred in 2011. The assumption was compact cars such as smart cars would proliferate throughout the ownership market. That widespread adoption of compact vehicles has not occurred, and compact stalls have created numerous challenges in developments throughout Kelowna. Staff are recommending eliminating the provision that allows compact cars. Further, the BC Building Code has eliminated the requirements for Universal Accessible parking stalls and assigned each municipality to set Universal Accessibility standards within their Zoning Bylaws. After review of the previous regulations and review of best practice Staff have recommended new standards for Universal Accessible parking.

Short-Term Rental Accommodation Parking

The short-term rental accommodation regulations introduced in spring 2019 include parking requirements for that use. While operators in single or two dwelling housing can often accommodate some additional parking for this use on-site, this is not feasible for those in existing townhouse and apartment developments. Several business license applications have been turned down because parking requirements cannot be met. Staff do not want to encourage an oversupply of parking in new developments simply to allow for short-term rental accommodation. As such, staff recommend removing the parking requirement for multiple dwelling housing. The requirement for one parking space per two sleeping units for single and two dwelling housing would remain.

3.2 Summary

In conclusion, these amendments are meant to implement the policy directions approved in the OCP, various policy documents, and directed by Council resolutions. Staff realize there may be implications to on-street parking management strategies in both an urban and suburban context. In the urban context, the best pedestrian, most successful, and most desirable public spaces all have high demand for parking and limited supply. Municipalities best tools are the introduction of progressive parking management techniques. In the suburban context, there are usually limited opportunities to utilize active transportation methods, such as walking, to necessary destinations. As a result, the suburban reliance on private vehicles is increased. This is why the recommendation is to minimize on-street parking issues in suburban areas but efficiently utilize all parking spaces in urban areas.

The proposed regulations will influence the City's Cash-in-lieu of parking program. In general, the various parking incentives and the overall reduction of parking may result in less money received into this program. However, in the long-term, lower parking requirements encourage urban centre development, promote alternate transportation options, and reflect the actual usability rate.

3.3 Consultation Summary

Staff held meetings and engaged in formal correspondence with the UDI while developing these regulations. Internal departments that were consulted and coordinated with were: Policy & Planning, Real Estate, Parking Services, Development Engineering, Building, & Parks Planning.

4.0 **Current Development Policies**

4.1 Kelowna - Official Community Plan (OCP)

- Support parking management programs that promote reduced vehicle ownerships, reduced vehicle trips, and increased use of active modes of transportation.
- The City of Kelowna's efforts will be focused on creating more mixed-use neighbourhoods (as identified on the OCP Future Land Use map) and on ensuring that residents can conveniently and safely travel by bus or by foot, bicycle and other forms of active transportation to get to major community destinations while ensuring the efficient movement of goods and services.
- Place increased emphasis on sustainable modes of transportation (walking, cycling, transit) while maintaining automobile, commercial goods, and emergency vehicle mobility.
- Reduce peak hour trips and the percentage of trips undertaken by single occupant vehicles, particularly in Urban Centres, in order to reduce or eliminate the expansion of the transportation network and capacity.
- Parking Initiatives. Implement parking management programs that promote reduced car ownership, reduced car trips, and increased use of active modes of transportation.
- Promote the use of alternative modes of transportation in site design (e.g. prominent bicycle racks for convenience and security, orient building entrances to pedestrian areas).

4.2 Kelowna - Pedestrian and Bicycle Master Plan

Recommendations for Zoning Bylaw amendments from Pedestrian and Bicycle Master Plan identified in Table 7.1.

Table 7.1: Zoning bylaw recommended updates

Section	Topic	Recommendation
8.4	Off-Street Bicycle Parking	Update section 8.4 to increase the number of Class I (long-term) and Class II (short-term) bicycle parking spaces required in educational institutions as outlined in Table 7.1(a). Review table 8.3 of Zoning Bylaw and update bicycle parking requirements for commercial and industrial zones based on best practices.
8.1.11	Parking space size requirements	Amend section 8.1.11 to include a provision enabling the conversion or substitution of bicycle parking for Full Size Vehicle Parking, at a ratio of five bicycle spaces per Full Size Vehicle Parking space.
13, 14, 15, 16, 17, 18	End of Trip Facilities	Create an end-of-trip facility regulation for commercial, industrial, institutional, or other developments, with a requirement for change rooms. Updates to the Development Permit guidelines (OCP) and the corresponding requirements in the Building Bylaw may also be required to be consistent with and align to the Zoning Bylaw updates.

4.3 Kelowna – Community Climate Action Plan

The actions recommended to reduce transportation emissions reflect the community’s draft goal “to embrace diverse transportation options to shift away from our car-centric culture” as heard during *Imagine Kelowna* engagement. Further, the actions build on participants’ suggestions heard during the *Imagine Kelowna* On Point discussions on climate and transportation:

- Increase parking costs / reduce parking
- Build more bike paths and bike lanes
- Increase dedicated bike / multi-use paths by allocating more resources in the annual budget and making active transportation a priority
- Improve transit systems by establishing consistent schedules and affordable rates
- Embrace autonomous vehicles
- Support car share and car-pooling.

The Cost of Roads

Roads are much more expensive to maintain than active transportation pathways. In Kelowna, the approximate cost of maintaining 1 km of roadway is \$2,700 per lane km and \$1,074 for 1 lane km of multi-use pathway.

(Source: City of Kelowna, Road improvements enroute News Release – May 16, 2017)

4.4 Kelowna – Healthy Housing Strategy

Action: Reduce parking requirements for infill and affordable housing.

Negative effects of off-street parking requirements, and particularly ones that are high, include:

- Affordability: the cost of constructing parking is passed on to the end user, and structured parking can cost up to \$70,000 per stall;
- Land use: off-street parking regulations demand that each project dedicate valuable land to parking vehicles, and estimates for urban areas are that 30% of land is for vehicle parking; and
- Transportation choice: parking restrictions are the greatest driver of transportation mode changes, and creating cities where driving and parking are easy will only create greater demand for driving and parking.

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Reviewed by: Laura Bentley, Urban Planning & Development Policy Manager
Reviewed by: Terry Barton, Development Planning Department Manager
Approved by: Ryan Smith, Divisional Director, Planning & Development Services

Attachments:

Attachment 'A' Summary of Changes

Attachment 'B' Proposed Text Amendments to Zoning Bylaw No.8000