



District of Maple Ridge

TO: His Worship Mayor Ernie Daykin
and Members of Council

MEETING DATE: March 17, 2014

FILE NO: 2013-096-RZ

FROM: Chief Administrative Officer

MEETING: COW

SUBJECT: Tandem Parking in the RM-1 Zone
Second Reading: Zone Amending Bylaw No. 7024-2013 and
Second and Third Reading: Off-Street Parking & Loading Amending
Bylaw No. 7025-2013

PURPOSE:

Following the Public Open House feedback and pursuant to Council's resolution of February 17, 2014, the proposed bylaws that were given first reading on October 8, 2013, have been revised as described in this report and are attached in Appendices A and B. The revisions include the following: clarifying that the driveway apron requirement is applicable to a 2 car enclosed tandem garage (not all tandem arrangements); ensuring some flexibility in the block size restriction; eliminating the 70% restriction on tandem parking; and eliminating the increased amenity area for tandem units. The proposed definition for "Tandem Parking" and the internal clear garage dimensions remain unchanged. The report also provides alternatives for Council's consideration.

RECOMMENDATION:

- 1) That Zone Amending Bylaw No. 7024-2013 as amended be given second reading and forwarded to Public Hearing; and
- 2) That Off-Street Parking and Loading Amending Bylaw No. 7025-2013 as amended be given second and third reading.

DISCUSSION:

I. BACKGROUND:

In recent years, the District has seen an increase in the number of townhouse development projects with all tandem parking units in the RM-1 zone. Council and neighbourhoods have expressed concerns about the impacts of parking from such developments. Council directed staff to review the use and impacts of tandem parking.

The Discussion Paper dated May 27, 2013, reviewed regulations in other municipalities and reviewed concerns with tandem parking in the existing townhouse complexes in the District, including 18 scenarios of tandem parking in the RM-1 zone. The first reading report dated October 7, 2013, recognized that there may be implications from these bylaw amendments and recommended that staff proceed with a Public Open House to seek input from the residents and the

development industry. A Public Open House was scheduled on Tuesday, November 13, 2013. On February 17, 2014 Council was updated on the open house findings. At this meeting Council passed the following resolution:

“That Zone Amending Bylaw No. 7024-2013 and Off-Street parking and Loading Amending bylaw No. 7025-2013 be revised as per the staff report dated February 17, 2014”.

While the few residents who attended the open house were in general support of the proposed bylaw amendments as worded in the first reading report, none of them live in a townhouse complex and due to the very small proportion of citizen participation, the responses received were not necessarily representative of all the Maple Ridge residents. On the other hand, representation from the development industry was also limited at the open house, however, they expressed concerns with project feasibility and reduction in unit yield if the 70% tandem restriction were to be adopted. The proposed bylaw revisions are an effort to balance the concerns expressed at the open house by both parties. There are also some existing projects that are at various stages of approval that still reflect 100% tandem parking in the RM-1 zone. On a site-specific basis, staff is currently working through several townhouse projects that are making an effort to provide some reasonable proportion of 2-car double wide units (instead of 100% tandem units).

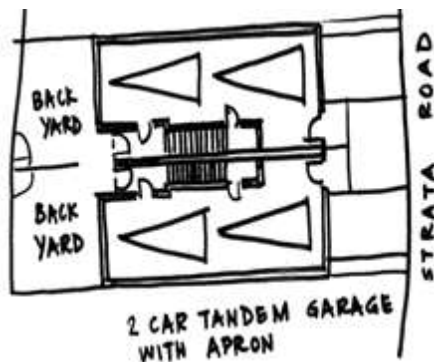
II. PROPOSED ZONING BYLAW AMENDMENTS (APPENDIX A):

a) *Definition of Tandem Parking:*

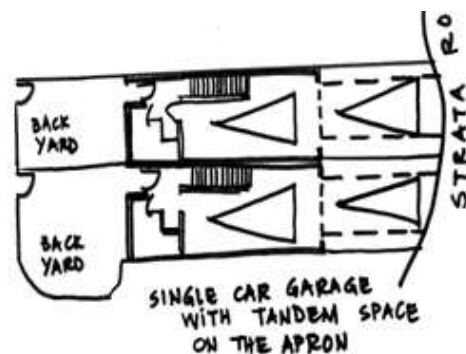
The following definition for tandem parking is to be added to the PART 2 INTERPRETATION section of the Maple Ridge Zoning Bylaw No. 3510-1985:

TANDEM PARKING USE- means the placement of one parking space behind another parking space, such that only one parking space has unobstructed access to a driveway/road.

The above definition allows two arrangements of tandem parking (i.e. a unit with 2-car tandem garage or a unit with one car garage and a tandem parking space on the driveway apron) as shown in the sketches below:



and



b) RM-1 (Townhouse Residential District) zone:

Section 602, RM-1, TOWNHOUSE RESIDENTIAL DISTRICT be amended by adding the following:

- g) Townhouses in the RM-1 zone must be limited to six (6) attached units in one block, not to exceed a length of 45 metres (147.5 feet).*

The open house feedback suggests that there is general support for this amendment that provides flexibility to accommodate any combinations of units and to encourage a mix of unit types (tandem and double) in each block. Allowing a maximum of six (6) attached units per block is a consistent approach followed in other jurisdictions and the District's RST-SV (Street Townhouse-Silver Valley) zone. Block sizes that exceed six units can create a monotonous façade. Smaller blocks of units create well-articulated facades and end units, separated with green buffers in between the blocks that promote natural light and views. Smaller block sizes due to a smaller footprint, may assist efforts to protect more trees on development sites.

III. PROPOSED OFF-STREET PARKING AND LOADING BYLAW AMENDMENTS¹ (APPENDIX B):

The Off-Street Parking design provisions of the Parking Bylaw for the RM-1 zone, are to be amended as follows:

a) Driveway Apron:

The bylaw contains an amendment to the design standards to require that a 2-car enclosed tandem garage be provided with a driveway apron. The proposed regulation reads:

- Section 4.1 (a) vii) Townhouse units with an enclosed 2-car tandem parking garage in the RM-1 zone, other than within the Town Centre Area Plan as shown on Schedule B of the Official Community plan, shall provide a minimum driveway apron of 5.5 metres in length and 3.0 metres in width.*

The feedback from the open house suggests that a tandem arrangement with a single garage and a second parking space on the driveway apron would be the most feasible option. However, the design featuring a fully enclosed 2-car tandem garage seems to be problematic. This is because of the inner parking space having the potential to be easily converted to storage or habitable area. A driveway apron requirement for this specific unit type may help reduce parking problems. The development industry is concerned about every tandem unit requiring 3 parking spaces if applied to both the tandem unit designs. The recommended revision will require a driveway apron only for the units having an enclosed 2-car tandem garage. With the proposed revision, the development will still have the flexibility of offering a proportion of both types of tandem arrangement based on their marketing plan.

¹ It should be noted that the amendments to the Off-Street Parking and Loading Bylaw are not required to go to the Public Hearing. Section 890 of the *Local Government Act* requires that the Local Government must not adopt an Official Community Plan bylaw or a Zoning Bylaw without holding a Public Hearing. The Off-Street Parking and Loading Bylaw is exempt from this requirement.

b) Minimum internal clear dimensions for garages:

The proposed bylaw amendment will establish the minimum internal clear dimensions for garages in the RM-1 zone.

Section 4.1 c) *Off-Street parking spaces within a garage, for a townhouse unit in the RM-1 zone, shall have internal dimensions of not less than the following:*

Single car garage: 3.1 metres wide and 6.1 metres long;

Tandem 2-car garage: 3.1 metres wide and 12.2 metres long;

Double wide garage: 5.6 metres wide and 6.1 metres long.

This regulation is based on standard car sizes and the safe clearance required from the internal garage walls. The Building Department has confirmed these dimensions will work for most standard cars. The feedback from the open house suggests that these dimensions are not adequate for bigger vehicles. Larger vehicles such as trucks, SUVs and extended vans may be parked on the driveway apron. It is also noted that these dimensions are minimums and a developer can make the garages larger should they prefer.

IV. INTERDEPARTMENTAL IMPLICATIONS:

Engineering Department:

The Engineering Department does not have any concerns with the proposed bylaw amendments.

Fire Department:

The Fire Department confirmed that parking on strata roads is a concern and they are supportive of the driveway apron requirement for a 2-car tandem garage unit.

Licenses, Permits and Bylaws Department:

The Building Department supports the minimum clear width and depth for single, tandem and double car garage in the RM-1 zone, being added in the existing Parking Bylaw. Regarding parking concerns on strata property, the District relies on the Strata Council to deal with these issues. Sometimes the visitor parking stalls are used by residents or cars are parked within the 6.0 metre wide strata road. In such instances, Strata Councils are responsible for enforcing parking on the property; however they are not always successful. Enforcement will be in accordance with existing Bylaw enforcement regulations and procedures. The District does not enforce parking regulations on strata property. This responsibility falls to each Strata Council to enforce it's own bylaws and regulations, including the on-site parking restrictions. The Building Permit drawings are required to show locations of "no parking" areas, on the drawings. The Strata Council is expected to prevent tandem parking conversions and the "no parking" on site where posted.

V. IN-STREAM DEVELOPMENT APPLICATIONS REZONING TO RM-1:

It is recommended that any in-stream townhouse development applications that have not been presented at a Public Hearing, before final adoption of the proposed bylaws, be permitted to seek a variance if they do not comply. Each development application for the RM-1 zone will be considered by Council on its own merit.

VI. CITIZEN/CUSTOMER IMPLICATIONS:

The proposed bylaw amendments to the RM-1 zone of the Maple Ridge Zoning Bylaw No. 3510-1985 will be forwarded to a Public Hearing, while the proposed bylaw amendments to the Off-Street and Loading Bylaw No. 4350-1990 are not required to be forwarded to a Public Hearing. The citizens will have an opportunity to voice their concerns on the proposed Zoning Bylaw amendments at the Public Hearing.

VII. ALTERNATIVES:

The following alternatives were raised by Council at the February 17, 2014 Council Workshop. Alternatives to the recommendations made in this report are:

Apron length:

- a) That the proposed Off- Street Parking and Loading Bylaw (applicable to the RM-1 zone) be amended to increase the minimum apron length to 6.0 metres (instead of the proposed 5.5 metres), required for all the units with a fully enclosed 2-car tandem garage;

The proposed 6.0 metre minimum driveway apron length (required only for a 2-car fully enclosed tandem garage) will likely prevent larger vehicles from encroaching onto a strata road, but may have an impact on the total unit yield.

Visitor Parking:

- b) That the proposed Off- Street Parking and Loading Bylaw (applicable to the RM-1 zone) be amended to increase the visitor parking ratio to 0.25 spaces (instead of 0.2 spaces per unit) required per tandem unit;

The on-site parking concerns on townhouse sites are mainly due to lack of residential parking spaces due to maximizing tandem units on site, lack of driveway aprons and possible conversions of an internal tandem garage. The District relies on the Strata Council to enforce the visitor parking stalls. Increasing the visitor parking ratio may not adequately resolve lack of on-site parking concerns for the residents.

70% Tandem Restriction:

- c) That the proposed Off- Street Parking and Loading Bylaw be amended to include a 70% restriction (or any other proportion restriction) on tandem proportion instead of 100% permitted currently, in the RM-1 zone, except in the Town Centre Area;

This approach would likely help encourage a variety of tandem and 2 car double wide garage units within a townhouse complex. It does however; require some creative design, staggering and possibly the use of retaining walls on sloping sites. This requirement was in the Draft Bylaw that was presented at the open house and it was not supported by the development community and the Greater Vancouver Home Builders Association. Concerns noted included a resulting negative impact on affordability and/or project feasibility due to reduced density and unit yield for townhouse sites.

Restrictive Covenants:

- d) That Council pass a resolution requiring registering a Restrictive Covenant on the tandem parking space in the RM-1 zone to prohibit conversion to storage/living space.

As mentioned earlier in this report, the Strata Councils are responsible for enforcing parking on strata property. A suggestion has been made that a Restrictive Covenant could be an effective tool in discouraging tandem garage conversions into storage/living space. Township of Langley requires a Restrictive Covenant for a tandem space, but the feedback tells us it is challenging to enforce. Enforcing parking regulations on strata property can be challenging for the District. Long-term preservation of tandem parking space cannot necessarily be secured through the use of a Restrictive Covenant. The District solicitor has noted that such enforcement can be very costly and is not a necessarily practical solution. If Council is looking to use a Restrictive Covenant as simply being a means of providing information, this approach may be feasible. However, if the use of a Restrictive Covenant is intended as an effective enforcement tool, this approach is not recommended.

CONCLUSION:

The Public Open House was a good opportunity for residents and developers to understand Council's concerns with tandem parking and an opportunity to comment on the proposed regulations. The proposed block size restriction and driveway apron requirement for all the enclosed 2-car tandem garage units could address concerns with on-site and off-site parking. Alternatives to the recommendations in this report are stated above, for Council consideration. Based on the open house feedback, it is recommended that the proposed revisions to the bylaw amendments be favourably considered.

The proposed bylaw amendments are meant to achieve a balance for providing for additional space on townhouse sites without impacting the unit yield or project feasibility for the development community. The proposed amendments also introduce a maximum block size and minimum internal garage dimensions that was generally supportable by the community. On a site-specific basis, staff is currently working through several in- stream townhouse projects that are making an

effort to provide some reasonable proportion of 2-car double wide units (instead of 100% tandem units).

It is recommended that Zone Amending Bylaw No. 7024-2013 as amended be given second reading and forwarded to Public Hearing, and the Off-Street Parking and Loading Amending Bylaw No. 7025-2013 as amended be given second and third reading.

"Original signed by Rasika Acharya"

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Director of Planning**

"Original signed by Frank Quinn"

**Approved by: Frank Quinn, MBA, P.Eng
GM, Public Works & Development Services**

"Original signed by J.L. (Jim) Rule"

**Concurrence: J.L. (Jim) Rule
Chief Administrative Officer**

The following appendices are attached hereto:

Appendix A –Zone Amending Bylaw No. 7024-2013

Appendix B –Off-Street Parking and Loading Amending Bylaw No. 7025-2013

CORPORATION OF THE DISTRICT OF MAPLE RIDGE

BYLAW NO. 7025-2013

A Bylaw to amend Maple Ridge Off-Street Parking and Loading Bylaw No. 4350-1990 as amended.

WHEREAS, it is deemed expedient to amend Maple Ridge Off-Street Parking and Loading Bylaw No. 4350-1990 as amended;

NOW THEREFORE, the Municipal Council of the Corporation of the District of Maple Ridge, in open meeting assembled, **ENACTS AS FOLLOWS**:

1. This Bylaw may be cited as "Maple Ridge Off-Street Parking and Loading Amending Bylaw No. 7025-2013".
2. The District of Maple Ridge Off- Street Parking and Loading By-law No. 4350-1990 as amended is amended as follows:
 - a) **PART IV, OFF-STREET PARKING DESIGN, SECTION 4.1(a)**, is amended by replacing iv) with the following:
 - iv) Within the RS-1, RS-1a, RS-1b, R-1, RT-1 and RM-1 zones, the parking may be tandem parking.
 - b) **PART IV, OFF-STREET PARKING DESIGN, SECTION 4.1(a)**, is amended by adding the following after vi):
 - vii) Townhouse units with an enclosed 2-car tandem parking garage in the RM-1 zone, other than within the Town Centre Area Plan as shown on Schedule B of the Official Community Plan, shall provide a minimum driveway apron of 5.5 metres in length and 3.0 metres in width.
 - c) **PART IV, OFF-STREET PARKING DESIGN, SECTION 4.1**, is amended by adding the following new subsection 4.1c) in the correct sequence:
 - c) Off-Street Parking Spaces within a garage, for a townhouse unit in the RM-1 zone
 - i) shall have internal dimensions of not less than;
 - a) 3.1 metres wide, 6.1 metres long and 2.1 metres high for a single car garage;
 - b) 3.1 metres wide, 12.2 metres long and 2.1 metres high for a tandem parking two car garage;
 - c) 5.6 metres wide, 6.1 metres long and 2.1 metres high for a double wide (2 car) garage.

3. Maple Ridge Off-Street Parking and Loading Bylaw No. 4350-1990 as amended is hereby amended accordingly.

READ a first time the 8th day of October, 2013.

READ a second time the day of , 2014.

READ a third time the day of , 2014.

RECONSIDERED AND FINALLY ADOPTED, the day of , 2014.

PRESIDING MEMBER

CORPORATE OFFICER