

THE CORPORATION OF THE TOWNSHIP OF LANGLEY

**TOWNSHIP OF LANGLEY ZONING BYLAW 1987 NO. 2500
AMENDMENT (HOSPITAL PARKING) BYLAW 2020 NO. 5646**

EXPLANATORY NOTE

Bylaw 2020 No. 5646 amends Sections 102 and 107 to include a definition for the term hospital and to establish a parking requirement specifically for a hospital.

THE CORPORATION OF THE TOWNSHIP OF LANGLEY

**TOWNSHIP OF LANGLEY ZONING BYLAW 1987 NO. 2500
AMENDMENT (HOSPITAL PARKING) BYLAW 2020 NO. 5646**

A Bylaw to amend Township of Langley Zoning Bylaw 1987 No. 2500

The Municipal Council of the Corporation of the Township of Langley, in Open Meeting Assembled, ENACTS AS FOLLOWS:

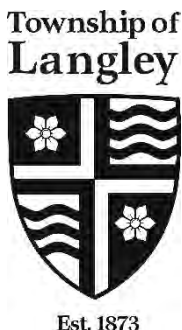
1. This Bylaw may be cited for all purposes as “Township of Langley Zoning Bylaw 1987 No. 2500 Amendment (Hospital Parking) Bylaw 2020 No. 5646”.
2. The “Township of Langley Zoning Bylaw 1987 No. 2500” as amended is further amended by:
 - (1) Adding the following in alphabetical order to Section 102 – Definitions:

“**HOSPITAL**” means an institution designated as a hospital under the Hospital Act which provides medical and/or surgical care for sick or injured patients, primarily those who are temporarily lodged in the institution, including acute hospital and rehabilitation hospital.
 - (2) Italicizing the term “hospital” in Section 801.1.8.
 - (3) Adding the following to Section 107.3.b. after Section 107.3.b.v).

vi) <i>hospital</i>	1 space per 41m ² of <i>gross floor area</i>	NA
---------------------	--	----

READ A FIRST TIME the	07	day of	December	, 2020
READ A SECOND TIME the	07	day of	December	, 2020
PUBLIC HEARING HELD the		day of		, 2021
READ A THIRD TIME the		day of		, 2021
ADOPTED the		day of		, 2021

_____ Mayor _____ Township Clerk



REPORT TO MAYOR AND COUNCIL

PRESENTED: DECEMBER 7, 2020 - REGULAR MEETING
FROM: COMMUNITY DEVELOPMENT & ENGINEERING DIVISIONS
SUBJECT: HOSPITAL PARKING REQUIREMENT

REPORT: 20-157
FILE: BA000033

RECOMMENDATION:

That Council give first and second reading to Township of Langley Zoning Bylaw 1987 No. 2500 Bylaw 2020 No. 5646 to amend the Township of Langley's Zoning Bylaw for the purpose of establishing a specific requirement for parking associated with a hospital use; and authorize staff to proceed with the public hearing.

EXECUTIVE SUMMARY:

In 2019, Council considered a request from the Fraser Health Authority to vary the required parking to facilitate the Emergency Department Redevelopment and MRI Installation projects at Langley Memorial Hospital.

In approving the requested variance, Council passed an accompanying resolution, directing staff to review the parking requirements for hospital uses, including preparation of a Zoning Bylaw amendment, if warranted, for Council's consideration.

As directed by Council, staff have conducted comprehensive review of hospital parking requirements from a technical perspective, as well as practices of other jurisdictions, and concluded that establishing a specific parking requirement for hospital uses is warranted.

Accordingly, staff recommend amending the current requirement of one (1) parking stall per 28 m², generically established for "Institutional" uses, to one (1) parking stall per 41 m², specifically in relation with a hospital use. The proposed rate aligns more closely with neighbouring municipalities, is consistent with the Institute of Transportation Engineers (ITE) standards, and is intended to specifically apply to proposed developments on the Langley Memorial Hospital campus.

PURPOSE:

The purpose of this report is to provide Council with information and recommendations to establish a parking requirement within the Zoning Bylaw for a hospital use.

BACKGROUND/HISTORY:

At its meeting of May 13, 2019 Council granted a Development Variance Permit to the Fraser Health Authority to reduce the required parking spaces to facilitate the Emergency Department Redevelopment and MRI Installation projects at Langley Memorial Hospital located at 22051 Fraser Highway.

Council also resolved the following:

That Council authorize staff to review the Township's parking requirements for "Government Institutional Buildings" and, if warranted, present an amendment to the Zoning Bylaw to define specific parking requirements for "Hospitals" for Council's consideration.

And

That staff report back to Council whether a zoning amendment is warranted or not.

Accordingly, staff retained a consultant to review parking requirements for other hospitals in the Lower Mainland and the site specific parking demands of Langley Memorial Hospital. Staff also reviewed the parking requirements for hospitals established by the Institute of Transportation Engineers (ITE).

The Langley Memorial Hospital is a campus of care providing a variety of services to the residents of the Township. Staff note that "hospital" is not currently a defined term in the Township's Zoning Bylaw but "hospital" is a permitted use in the P-1 zone. To ensure clarity, the proposed bylaw includes a definition for "hospital" as follows:

"Hospital means an institution designated as a hospital under the Hospital Act which provides medical and/or surgical care for sick or injured patients, primarily those who are temporarily lodged in the institution, including acute hospital and rehabilitation hospital."

Note that the Hospital Act defines a hospital as follows:

"hospital", except in Parts 2 and 2.1, means a non-profit institution that has been designated as a hospital by the minister and is operated primarily for the reception and treatment of persons

(a) suffering from the acute phase of illness or disability,

(b) convalescing from or being rehabilitated after acute illness or injury, or

(c) requiring extended care at a higher level than that generally provided in a private hospital licensed under Part 2; Hospital Act [RSBC 1996] CHAPTER 200

This definition is proposed to apply to those buildings on the Langley Memorial Hospital campus that do not conform to the definition of a community care facility (such as the hospice and long term care facilities).

DISCUSSION/ANALYSIS:

The Langley Memorial Hospital campus is located at 22051 Fraser Highway in Murrayville. A number of buildings with different uses occupy the campus. Parking for the main Langley Memorial Hospital building is currently calculated based on the parking requirements for government institutional buildings rate of one (1) parking space per 28 m² of gross floor area.

Other parts of the campus, such as the Hospice, meet the definition of a “community care facility excluding seniors’ housing” with an associated parking requirement of one (1) space per employee and one (1) space per four (4) occupants or residents. Where more than one use occurs on a site, parking for each use is calculated based on its relevant rate. This practice is recommended to be continued for the campus.

As noted above, staff engaged a consultant to review the bylaws and practices of other local governments with regards to parking at hospitals and the site specific parking demands of Langley Memorial Hospital (Attachment A). Staff also reviewed industry best standards for parking requirements associated with hospitals.

Neighbouring Local Government Practices

To summarize, municipalities in the region use different metrics to calculate parking requirements including gross floor area, number of beds, number of employees and number of dwelling units. Staff recommend that the Township continue to determine the parking requirement based on the gross floor area of the building. This approach allows for greater certainty associated with parking demand given the ongoing fluctuations in number of beds, staff and services at the hospital.

When equivalencies are calculated for the different metrics used by other municipalities, it was determined that the Township’s current requirement of one (1) parking space per 28 m² of gross floor area is the highest requirement in the region with the next highest requirement in Abbotsford being roughly 10-20% lower. The Township’s requirement is typically approximately three times higher than other municipalities in Metro Vancouver as summarized in Table 2 of Attachment A.

Staff note that though the Township rates are higher than other neighbouring municipalities, a direct comparison was difficult given Langley Memorial Hospital’s relatively unique suburban location for the region with limited access to public transit.

Industry Standards

The Institute of Transportation Engineer’s (ITE) Parking Generation Manual considers a hospital to be an institution where medical or surgical care and overnight accommodations are provided to non-ambulatory and ambulatory patients. Consistent with the Township’s practice, the ITE does not include medical clinics (facilities that provide diagnosis and outpatient care only) or nursing homes (facilities devoted to the care of persons unable to care for themselves) in the term hospital.

The ITE considers the size and relative location of a hospital in determining appropriate parking requirements. When the ITE is applied to Langley Memorial Hospital, a recommended rate of one (1) parking space per 41m² of gross floor area is generated. This rate is included in Bylaw No. 5646 for Council’s consideration. This rate aligns more closely with parking requirements at other hospitals in the region.

Staff note that based on the estimated current gross floor area of the hospital, this parking rate generates a requirement of 964 parking spaces while there are currently 908 parking spaces available to the hospital campus including 710 parking spaces (secured by easement) on lands owned by the Langley Memorial Hospital Foundation.

HOSPITAL PARKING REQUIREMENT
Page 4 . . .

Staff also note that an additional 121 parking stalls were originally anticipated in conjunction with the Emergency Department Redevelopment and MRI Installation projects resulting in 1029 parking stalls. Although site planning continues to accommodate the subject 121 parking stalls, the Fraser Health Authority requested not to proceed with the 121 parking stalls pursuant to Development Variance Permit 100101 at this time due to financial considerations.

Staff note that the ITE is periodically expanded to include additional and more refined information. Staff will monitor the ITE and present updates to the Zoning Bylaw as warranted to reflect any recommended changes to the parking requirements.

POLICY CONSIDERATIONS:

The Township's Zoning Bylaw does not currently include a specific parking requirement for a "hospital" use and so the Township has been applying the parking requirement for Government Institutional Buildings to projects at the Langley Memorial Hospital. After a review of parking requirements in other municipalities, it was determined that the Township's Government Institutional Building parking requirement is higher than requirements for other hospitals in the region and higher than what is recommended by the ITE. Staff therefore recommend that a parking requirement specifically applicable to hospitals, as well as a definition of the term "hospital", be added to the Township's Zoning Bylaw as presented in Bylaw No. 5646. Should Council adopt the new parking rate, it will be applicable to all future projects at the hospital.

Respectfully submitted,

Teresa Hanson
SENIOR DEVELOPMENT PLANNER
for
COMMUNITY DEVELOPMENT DIVISION

Paul Cordeiro
MANAGER, TRANSPORTATION ENGINEERING
for
ENGINEERING DIVISION

ATTACHMENT A CTS Traffic Engineering Specialists Technical Memorandum April 28, 2020

TECHNICAL MEMORANDUM

TO: Ramin Seifi, P.Eng. Township of Langley
FROM: Gary Vlieg, P.Eng., Creative Transportation Solutions Ltd. (CTS)
DATE: 28 April 2020
RE: Hospital Parking Requirements Review
FILE NO: 7166-01

1.0 BACKGROUND

The Fraser Health Authority is seeking approvals from the Township of Langley to expand the Langley Memorial Hospital Campus. A key consideration in the review process is the quantity of parking to be provided. In the instance of this location, while parking under the bylaw is supposed to be provided on-site, the majority of the parking (approximately 75%) is provided off-site with the parking lots under the ownership of the Langley Hospital Foundation (LHF) – not the Fraser Health Authority (FHA). The Township of Langley is a 3rd Party to the agreement between LHF and FHA such that the agreements cannot be discharged without approval of the Township.

The Township of Langley granted Fraser Health Authority a development variance permit (DVP 100101) to reduce the required parking by 141 stalls subject to the provision of a new on-site parking lot with 121 stalls. As part of the approval of the DVP, Council also directed staff to "...review the Township's parking requirements for "Government Institutional Buildings" and, if warranted, present an amendment to the Zoning Bylaw to define specific parking requirements for "Hospitals" for Council consideration".

The Township of Langley requested CTS to undertake a review of the parking requirements as currently set out in the Langley Zoning Bylaw. This report details the results of our review.

2.0 ANALYSIS

The bylaw requirements from six other Metro Vancouver municipalities were considered for comparison to the Township's bylaw requirements (detailed in **Table 1**):

- Surrey (Surrey Memorial Hospital)
- White Rock (Peace Arch Hospital)
- Abbotsford (MSA Hospital)
- New Westminster (Royal Columbian Hospital)
- Coquitlam (Eagle Ridge Hospital)
- North Vancouver (Lions Gate Hospital)

The City of Vancouver was specifically excluded as the transit service and the level of care provided by the hospitals is not comparable to Langley.

When considering the transport infrastructure supporting each of the hospitals in each community, i.e., road network and transit services, the location that is most similar to Langley is Abbotsford. Surrey is in close proximity to the Expo Line, White Rock is near the Semiahmoo Mall Transit exchange, New Westminster has a direct connection to the Millennium Line and both Coquitlam and North Vancouver are located on the Frequent Transit Network (FTN) and have excellent transit service. Abbotsford has limited local service and Langley has FTN service but is located on the downstream end of the service.

Table 1
List of Municipal Bylaw Requirements

Land Use	Township of Langley	Surrey	White Rock	Abbotsford	New Westminster	Coquitlam	City of North Vancouver
Government Institutional	1 per 28 sqm GFA						
Community Care	1 per employee + 1 per 4 occupants	1 stall per 2.5 units	0.5 per employee + 1 per 5 units	1 per 3 beds		0.35 per per unit	0.3 per bed
Hospital		1 per 100 sqm GFA	1 per 5 beds	1 per 90 sqm	1 per 92.9 sqm excluding service areas	0.3 per bed	1 per 115 sqm GFA
Seniors Facilities					1 per 5 bachelor units OR 2 per 5 one bedroom units		

The various bylaws use different metrics to assess parking requirements including square metres of development; quantity of beds; quantity of beds and employees; or dwelling units. To facilitate a comparison, CTS researched the typical equivalencies used for planning hospitals and care facilities and determined that for hospitals the benchmark is 1 bed is the equivalent of 235 m². It should be noted that this is “benchmark” only and that the equivalency can vary depending on the type and size of hospital. For example, a teaching hospital typically has a larger equivalency and a smaller, non-acute care hospital has a lower equivalency.

Based on the US Government research for care facilities, it was found that on the principal work shift there is 1 employee per 93 m² of building area and for care facilities 1 bed is the equivalent of 30 m².

It was also assumed that 1 bed would equal one dwelling unit.

Table 1, illustrating the approximate parking requirements for the LMH proposal using the bylaw requirements set out for each municipality:

Table 2
Bylaw Hospital Parking Requirements

	Square Metres	Township	Surrey	White Rock	Abbotsford	New Westminster	Coquitlam	North Vancouver	ITE (d)
Main hospital building (a)	26,038	930	261	554	290	281	34	227	726
Emergency room expansion (a)	2756	98	28	59	31	30	4	24	
MRI expansion (a)	225	8	3	5	3	3	1	2	
Memorial Cottage (b&c)	1800	34	24	22	20	12	21	18	19
Rosewood / Marwood Manor (b&c)	4477	85	60	55	50	30	53	45	34
Cedar Hills Care Centre (b&c)	2449	47	33	31	28	17	29	25	23
Maple Hill Care Centre (b&c)	2435	46	33	31	28	17	29	25	23
Marion Ward Pavilion (b&c)	978	19	14	13	11	7	12	10	15
Emergency Centre (a)	414	15	5	9	5	5	1	4	
Support Trailers 1, 2 and 3 (a)	279	10	3	6	4	2	1	3	
New Hospice (b&c)	1490	28	15	19	17	10	18	15	18
TOTALS		1321	479	804	487	414	203	398	859

Where the Bylaw requires parking on a per bed or per unit basis the following were assumed:

- a) 235 sq metres per hospital bed
- b) 30 sq metres per care bed
- c) 93 sq metres per employee for care facilities
- d) The ITE calculation requires the the hospital area to be aggregated

As illustrated in Table 1, there is a significant variation in municipal parking requirements across Metro Vancouver ranging from a low of 203 stalls for the City of Coquitlam to a high of 1,321 stalls for the Township of Langley. For the primary "hospital" use the Township of Langley, Surrey, Abbotsford, New Westminster and North Vancouver all use GFA as the evaluation metric which ranges from a high of 1 space per 28 m² (Township) to a low of 1 space per 115 m² (North Vancouver) with the remainder at between 1 space per 90 to 100 m². Generally speaking, the Township of Langley parking requirement is approximately 3 times higher than other municipalities in Metro Vancouver. Of the four communities (excluding the Township of Langley) using GFA as the design metric, Abbotsford's parking requirements are the most stringent (10% to 20% higher).

The Institute of Transportation Engineer's Parking Generation Manual recommends a total 859 parking stalls for the site. The ITE data is based on 11 survey locations. The LMH data had to be aggregated into a single calculation as the formula is $P = 2.15(x) + 38.98$ and the data set is viable only above 18,500 m².

Notwithstanding the Abbotsford Zoning Bylaw parking requirements for hospitals, according to the parking management company (Impark) there are 1223 parking spaces provided. Using the design specification of 60,000 m², this is the equivalent of one stall per 49 m² of space. This about 80% higher than the minimum requirement as set out by the bylaw (1 per 90 m²). Using this parking ratio, would yield a requirement of 777 parking stalls for LMH.

In consideration of the equivalencies, noted previously, the hospital bed equivalency was applied to the City of White Rock and the City of Coquitlam rates, i.e., the other municipalities use different metrics. If it is assumed that the equivalency is too high, the result would be a increase in required parking in both cities. For example, if the equivalency is 1 bed per 200 m², the White Rock requirement would increase from 804 stalls to 913 stalls and the Coquitlam requirement would change from 203 stalls to 210 stalls. It should be noted that the MSA Hospital in Abbotsford has 300 beds with 60,000 m² of space for an equivalency of 1 per 200 m². In each case, however, the requirements are less than currently set out in the Township bylaw

When considering the data, the average parking requirement is 621 stalls, but if the lowest and highest values are excluded (i.e., remove the outliers) the average is 573 stalls.

A site visit of the MSA Hospital in Abbotsford on the afternoon of 20 December 2019 (note that the peak parking demand from ITE is a weekday afternoon between 1400 – 1500) yielded that the on-site parking was heavily used, with an estimated utilisation of 95% for the visitor parking and 90% for the staff parking/overflow areas. In addition, the City of Abbotsford has implemented on-street parking restrictions in the immediate neighbourhood to address resident concerns regarding staff parking off-site.

Based on the above, it is recommended that the parking requirements for hospitals as set out in by the Institute of Transportation Engineers (ITE) would be the most suitable to guide the Township.

3.0 EXISTING PARKING

3.1 Available Parking

From the staff report to Council dated 13 May 2019, there are a total of 1,064 parking stalls currently available for use by visitors and staff of the LMH facility. Based on information provided by FHA, approximately 35% (250) of the LHF parking lot (710 stalls) stalls are vacant on a regular basis.

Assuming that 250 stalls are vacant on the LHF lot, and 10% of the stalls are vacant on the remaining 354 stalls, i.e., 35 vacant stalls, there would be approximately 285 vacant stalls on any typical weekday. This equates to 779 occupied stalls with the current hospital configuration. Using Table 2 and removing the parking requirements for the Emergency Room expansion, and the MRI Expansion would yield a current bylaw requirement of 1,215 parking stalls. Using the currently occupied stalls yields that 64% of the required stalls would be occupied.

For design purposes, for general parking (not assigned by stall number) the design threshold is considered to be 85% to 90%. In other words, if 85% of the stalls are occupied the parking lot is considered “full” as drivers are spending a significant portion of time looking for a vacant stall. Using the 85% figure and a demand of 779 stall would translate into 917 stalls to be provided.

With the development proposal a total of 1009 parking stalls will be provided. The 85% occupancy level equates to 875 parking stalls which is less than 917 stalls required for the current use. Adding in the bylaw requirements for the addition (106 stalls) yields a total of 1023 parking stalls (917 + 106).

Based on the above analysis, the minimum number of parking stalls needed to address the current demand and anticipated demand created by the development proposal is 1023 parking stalls.

3.2 On-street Parking

Based on discussions with Township Engineering staff, there has been a historical parking problem in the Murrayville area with LMH staff/visitors parking on residential streets. This problem is caused by the requirement for pay parking at the hospital whereas the on-street parking is “free” with the only caveat being longer distance to walk to/from the vehicle. Even where on-street parking is time restricted, unless the penalty for illegal parking is sufficiently high OR enforcement is relatively strict, drivers will accept the occasional ticket as the “cost” of parking, which can be lower than the actual cost to park at the hospital.

The Township has recently increased the level of enforcement and implemented more severe limits to the on-street parking (2 hour) as a means to encourage parking on-site and the use of public transit. Township staff advise that the increased enforcement and changes to the regulations have reduced the on-street parking problems.

It should be noted that virtually every hospital location in Metro Vancouver experiences on-street parking problems in varying degrees.

4.0 KEY FINDINGS

Based on the research and analysis conducted the following key points were determined:

1. Of the seven municipal zoning bylaw parking requirements evaluated, the Township of Langley's requirements are the highest.
2. The average parking requirement, excluding outliers, is 516 stalls.
3. Based on the site-specific transport supply, the MSA Hospital in Abbotsford most closely resembles Langley Memorial Hospital (LMH).
4. The MSA Hospital in Abbotsford provides approximately 80% more parking than is required under the bylaw (1223 stalls).
5. The MSA Hospital parking is heavily utilised particularly when considering that the supply is significantly greater than the bylaw requirement.
6. Using the actual parking ratio from MSA Hospital would yield a requirement of 777 parking stalls for LMH.
7. Using the FHA data for parking utilisation, with the proposed expansion, 1023 parking stalls are required.

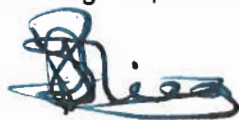
5.0 RECOMMENDATIONS

Based on the analysis contained in this memo, CTS recommends the following:

1. That the Township of Langley consider using the ITE Parking Generation Manual as a guide for modifying the Zoning Bylaw Off-street parking requirements for Hospitals.

Should you have any questions regarding this memo, please do not hesitate to contact us.

Regards,



Gary Vlieg, M.Sc., P.Eng.
Sr. Project Manager

gvlieg@cts-bc.com
250-404-4094



From: Teresa Hanson
Sent: Wednesday, January 06, 2021 10:30 AM
To: CD Agenda Bylaw
Cc: Paul Cordeiro
Subject: January 11, 2021 Public Hearing for Bylaw 5646 (Hospital Parking)

As the above-noted bylaw does not have prerequisites requiring completion between third and final readings, Council should be advised that they have the option to also grant final reading to the bylaw.

Yours truly,

Teresa



Teresa Hanson | Senior Development Planner
Development Planning | Community Development Division
20338 – 65 Avenue, Langley, BC V2Y 3J1
Direct line: 604.533.6021
[Web](#) | [Facebook](#) | [Twitter](#) | [YouTube](#)

expect
excellence