



## AGENDA GOVERNANCE AND PRIORITIES COMMITTEE MEETING

Monday, July 14, 2025, 1:00 p.m.

Shaw Auditorium, Vancouver Island Conference Centre  
80 Commercial Street, Nanaimo, BC

SCHEDULED RECESS AT 3:00 P.M.

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### Pages

**1. CALL THE MEETING TO ORDER:**

[Note: This meeting will be live streamed and video recorded for the public.]

**2. INTRODUCTION OF LATE ITEMS:**

**3. APPROVAL OF THE AGENDA:**

**4. ADOPTION OF THE MINUTES:**

a. Minutes

4 - 11

Minutes of the Governance and Priorities Committee Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, on Monday, 2025-JUN-23, at 1:00 p.m.

**5. AGENDA PLANNING:**

a. Upcoming Topics and Initiatives

12 - 13

To be introduced by Sheila Gurrie, Director, Legislative Services.

**6. REPORTS:**

a. Green Nanaimo:

1. Demolition and Deconstruction Waste Regulation

14 - 58

To be introduced by Jeremy Holm, Director, Planning and Development.

*Purpose: To inform the Governance and Priorities Committee of demolition and deconstruction bylaw best practices and key elements*

*as well as challenges and opportunities for regulating deconstruction in Nanaimo, including options to consider for proceeding with a draft bylaw.*

Presentations:

1. David Stewart, Environmental Planner, Planning and Development
2. Cassidy vander Ros, Marketing Manager, Nickel Brothers
3. Gil Yaron, Managing Director, Circular Innovation, Lighthouse
4. Darren Moss, Director/Project Manager, Tectonica/Nanaimo Development Group
5. Ben Routledge, Manager, Solid Waste Services, Regional District of Nanaimo, and Sonam Bajwa, Solid Waste Planner, Regional District of Nanaimo
6. Bevin Hodgins, BROD Demolition

Recommendation: That the Governance and Priorities Committee make recommendations to Council on the options presented for a demolition and deconstruction bylaw and/or Building Bylaw amendment.

b. City Plan:

1. City Plan Review 2025

59 - 77

To be introduced by Jeremy Holm, Director, Planning and Development.

*Purpose: To present the 2025 review of City Plan – Nanaimo Reimagined, including a review of housing policy, transit-oriented area policy, supportive housing distribution, and a summary of proposed housekeeping amendments.*

Presentation:

1. Lisa Brinkman, Manager, Community Planning

Recommendation: That the Governance and Priorities Committee recommend that Council direct Staff to proceed with:

1. Preparing a bylaw to amend “City Plan Bylaw 2022 No. 6600” as outlined in the Staff Report titled "City Plan Review 2025", dated 2025-JUL-14; and,
2. Consultation with the Ministry of Transportation and Transit, Snuneymuxw First Nation, District of Lantzville and

Regional District of Nanaimo in accordance with Section  
475 of the *Local Government Act*.

2. Parking Review and Bylaw Update - Mid Project Update 78 - 219

To be introduced by Bill Sims, General Manager, Engineering and Public Works.

*Purpose: The purpose of the report is to update the Committee and the public on the Parking Review and Bylaw Update, highlight key directions, and seek input on the direction of the review.*

Presentation:

1. Dan Casey, Transportation Planner, Urban Systems

3. Review of Nanaimo Parking Rates and Penalties 220 - 226

To be introduced by Bill Sims, General Manager, Engineering and Public Works.

*Purpose: To provide an overview of the current rates structure that the City charges for vehicle parking fees and fines with the intent of identifying areas to be updated to ensure that the parking rates are aligned with Nanaimo's Official Community Plan (OCP) and other objectives.*

Recommendation: That the Governance and Priorities Committee recommend that Council direct Staff to update existing public vehicle parking rates and fines to align with City Plan policies and similar BC municipalities.

7. QUESTION PERIOD:

8. ADJOURNMENT:



## **MINUTES**

### **GOVERNANCE AND PRIORITIES COMMITTEE MEETING**

Monday, June 23, 2025, 1:00 P.M.

Shaw Auditorium, Vancouver Island Conference Centre  
80 Commercial Street, Nanaimo, BC

Members:	Councillor B. Geselbracht, Chair Mayor L. Krog Councillor H. Eastmure Councillor E. Hemmens Councillor P. Manly* (joined at 1:01 p.m.) Councillor J. Perrino
Absent:	Councillor S. Armstrong Councillor T. Brown Councillor I. Thorpe
Staff:	D. Lindsay, Chief Administrative Officer L. Mercer, General Manager, Corporate Services B. Sims, General Manager, Engineering and Public Works W. Fulla, Director, Finance S. Gurrie, Director, Legislative Services J. Holm, Director, Planning and Development D. Osborne, Director, Parks, Recreation and Culture P. Rosen, Director, Engineering K. MacDonald, Manager, Parks Operations P. McIntosh, Urban Forestry Coordinator N. Sponaule, Communications Advisor L. Young, Recording Secretary

#### **1. CALL THE MEETING TO ORDER:**

The Governance and Priorities Committee Meeting was called to order at 1:00 p.m.

\* Denotes electronic meeting participation as authorized by "Council Procedure Bylaw 2018 No. 7272"



2. INTRODUCTION OF LATE ITEMS:

- (a) Agenda Item 6(b)(2) Urban Tree Canopy Assessment - Add delegation from David Quigg.

Councillor Manly joined the meeting electronically at 1:01 p.m.

3. APPROVAL OF THE AGENDA:

It was moved and seconded that the agenda, as amended, be adopted. The motion carried unanimously.

4. ADOPTION OF THE MINUTES:

It was moved and seconded that the minutes of the Governance and Priorities Committee Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC, on Monday, 2025-MAY-12, at 1:00 p.m. be adopted as circulated. The motion carried unanimously.

5. AGENDA PLANNING:

(a) Upcoming Topics and Initiatives

Sheila Gurrie, Director, Legislative Services, spoke regarding topics and initiatives scheduled for upcoming Governance and Priorities Committee (GPC) meetings.

Committee discussion took place regarding the topic of bicycle safety and end-of-trip facilities. The City currently has three years of dedicated funding for end-of-trip cycling projects, and Staff are currently looking into partnering with third parties to reduce project costs. This topic will be brought back to a future Finance and Audit Committee meeting.

6. REPORTS:

(a) Prosperous Nanaimo:

1. Development Cost Charge Bylaw Update and Amenity Cost Charge Bylaw

Introduced by Dale Lindsay, Chief Administrative Officer.

Presentation:

1. Poul Rosen, Director, Engineering, Shaun Heffernan, Senior Local Government Advisor, Urban Systems, and Laura Bernier, Strategic Services Consultant, Urban Systems

provided an on-screen presentation included in the agenda package advising the following:

- Cost inflation and the introduction of new Development Cost Charge (DCC) categories by the Province are the main drivers for the increase of DCC rates
- The importance of clearly identifying Amenity Cost Charge (ACC) projects to prevent DCC overlap
- Proposed ACC projects include Beban Park Improvements, a community centre in the South End Urban Centre, and Stadium District Improvements. The proposed projects were selected due to their alignment with the Integrated Action Plan, their benefit to the entire community, and their ability to be accomplished during the ACC program timeframe
- The DCC and ACC programs were developed by reviewing the projects required for each of the infrastructure categories, the costs and the growth that those projects are going to service. Additionally, projects are reviewed individually to determine the extent to which each project benefits new and existing growth
- Once DCC and ACC rates are established, Council can adjust the rates using a municipal assist factor
- Next steps include taking the draft DCC and ACC program and rates to the development industry for feedback, bringing the bylaws to Council for the first three readings, providing the bylaws to the Province for review, and then Council adoption of the bylaws
- As the Water and Police Services are new DCC categories, the suggested municipal assist factor is 25 percent
- An area-specific transportation DCC is being considered to support localised growth in South Nanaimo; however, area-specific DCCs should be used sparingly as they create multiple reserve funds that must be used for specific areas and projects

Committee discussion took place regarding the area-specific transportation DCC bylaw, and the potential for transportation

projects to include every component of the road such as sidewalks and bike lanes.

P. Rosen, Director, Engineering, Shaun Heffernan, Senior Local Government Advisor, Urban Systems, and Laura Bernier, Strategic Services Consultant, Urban Systems, continued the on-screen presentation and noted that projects rated lower priority are still important infrastructure projects required to support growth; however, lower priority projects are often further out in the time horizon and can be added during a future DCC and ACC update.

Committee and Staff discussion took place. Highlights included:

- Challenges in servicing Nanaimo due to the large geographic area compared to other municipalities
- The Federal government has discussed cuts to DCCs; however, there has been no clear direction on whether this will take place or how it would be implemented
- The importance of the municipal assist factor and its ability to provide flexibility for charging DCCs
- The provided rate options would significantly increase developer costs and an economic analysis could be conducted to confirm that the costs aren't prohibitive
- Selecting a draft rate prior to receiving community input does not prevent changes to the rates prior to the finalization of the bylaws

P. Rosen, Director, Engineering, Shaun Heffernan, Senior Local Government Advisor, Urban Systems, and Laura Bernier, Strategic Services Consultant, Urban Systems, continued the on-screen presentation and noted that the proposed ACC rates are lower than most other communities that have adopted ACC bylaws.

Committee and Staff discussion took place regarding the timing of charging DCCs during the subdivision or building permit process.

P. Rosen, Director, Engineering, Shaun Heffernan, Senior Local Government Advisor, Urban Systems, and Laura Bernier, Strategic Services Consultant, Urban Systems,

continued the onscreen presentation included in the agenda package.

Committee and Staff discussion took place. Highlights included:

- Providing one set of draft rates to the community for feedback may provide a starting point for developers to provide input versus providing all three draft rates at once
- DCCs are legally not allowed to incentivize or disincentivize certain types of development
- The draft bylaw is anticipated to come to Council for first three reading in the first quarter of 2026
- The importance of roadways in South Nanaimo due to significant developments in the area

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It was moved and seconded that the Governance and Priorities Committee:

1. Recommend to Council Scenario 2 (Moderate Investment) for the Development Cost Charge (DCC) update, and Amenity Cost Charge (ACC) program, as presented in the Staff report titled “Development Cost Charge Bylaw Update and Amenity Cost Charge Bylaw” dated 2025-JUN-23;
2. Recommend that Council direct Staff to proceed with:
  - a. Public engagement, including consultation with relevant stakeholders;
  - b. An economic impact assessment of the proposed DCC and ACC rates;
  - c. Preparation of a DCC bylaw and Fire Protection and Police Development Cost Charge Reserve Fund bylaws;
  - d. Preparation of an ACC bylaw and ACC Reserve Fund bylaw;
  - e. Preparation of a Local Area Transportation DCC bylaw for South Nanaimo and South Nanaimo Transportation Development Cost Charge Reserve Fund bylaw; and
  - f. Preparation of a DCC and ACC Waivers and Reductions bylaw to provide an incentive for the development of not-for-profit rental housing and supportive housing.
3. Recommend that Council direct Staff to allocate \$125,000 from the Special Initiatives Reserve to fund additional consultant work to support the economic impact assessment.

The motion carried unanimously.

The Governance and Priorities Committee meeting recessed at 2:34 p.m.

The Governance and Priorities Committee meeting reconvened at 2:48 p.m.

(b) Green Nanaimo:

1. Invasive Plant Management and Control

Darcie Osborne, Director, Parks, Recreation and Culture, provided an overview of the report included in the agenda package.

Delegation:

1. Hunter Jarratt spoke in support of banning the sale of invasive plants and animals in the City of Nanaimo. They discussed

the actions that other municipalities such as the District of Squamish have done to prevent the sale of invasive species and the importance of putting the onus on the seller of invasive species instead of the consumer.

Committee and Staff discussion took place. Highlights included:

- Invasive animals were not within the scope of the report and not much research has been completed by Staff in a local context
- The need for a bylaw as well as a public awareness campaign regarding invasive species
- Acknowledged the significant work completed by work parties to remove invasive species
- Staff anticipate that they can shift focus and current resources to engage new audiences
- The importance of pressuring the Province for a provincial ban on the sale of invasive species
- The need to review provincial legislation such as the *Wildlife Act* to prevent duplication or overlap

It was moved and seconded that the Governance and Priorities Committee recommend that Council direct Staff to:

1. Begin a phased process to draft a bylaw that prohibits the sale and distribution of specific species on the Invasive Plant Council of BC lists within City limits;
2. Partner with local garden retailers and community organizations on a public awareness campaign to promote awareness about native and non-invasive alternatives and the proper disposal of plant waste; and,
3. Update Nanaimo's Invasive Plant Management Strategy and resource materials and continue to fund community and staff participation in the long-term reduction of invasive plants. Include updated action plans to strategically look at sites for removal and restoration plantings.

The motion carried unanimously.

2. Urban Tree Canopy Assessment Update

Introduced by D. Osborne, Director, Parks, Recreation and Culture.

Kirsty MacDonald, Manager, Parks Operations, provided an overview of the report included in the agenda package.

Delegation:

1. David Quigg provided an on-screen presentation and noted the importance of protection and restoration of urban tree canopies for temperature regulation and public safety.

Committee and Staff discussion took place. Highlights included:

- The Urban Tree Canopy Assessment (the Assessment) will inform future work including updates to the “Management and Protection of Trees Bylaw 2013 No. 7126”
- The Assessment will review the health of the natural areas and parks as well as private trees
- The Partners in Parks Program provides neighbourhoods with the opportunity to have trees added to their streets

7. QUESTION PERIOD:

The Committee received no questions from the public regarding agenda items.

8. ADJOURNMENT:

It was moved and seconded at 3:26 p.m. that the meeting adjourn. The motion carried unanimously.

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CHAIR

CERTIFIED CORRECT:

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CORPORATE OFFICER

# Upcoming GPC Topics and Initiatives

October 27, 2025 – GPC Meeting (Tentative Schedule)		
1 p.m.	<b>Incentives That Support City Plan</b>	<ul style="list-style-type: none"> <li>(2024-NOV-4 Council motion)</li> </ul>
	<b>Nanaimo Neighbourhood Zero Emission Vehicle (NZEV) Bylaw</b>	<ul style="list-style-type: none"> <li>Report providing a review of the NZEV policies and opportunities for discussion and consideration of Council recommendation (2020-JUL-20 Council motion)</li> </ul>
	<b>Tenant Relocation Protection Project</b> (IAP Priority Action #73)	<ul style="list-style-type: none"> <li>Creation of a policy to support tenants impacted by redevelopment and displacement</li> </ul>
	<b>Parking Review and Bylaw Recommendations</b> (Several IAP Priority Action Items)	<ul style="list-style-type: none"> <li>Follow-up report to the report scheduled for the 2025-JUL-14 GPC Meeting</li> <li>Coordinated project between Current Planning and Transportation (presentation by consultant)</li> </ul>
	<b>Zoning Bylaw Review</b> (IAP Priority Action #195)	<ul style="list-style-type: none"> <li>Review options and themes for updating the City's Zoning Bylaw</li> </ul>
November 24, 2025 – GPC Meeting (Tentative Schedule)		
1 p.m.	<b>Implementation of the Alan Neilson Building Permit Function Review Recommendations</b>	<ul style="list-style-type: none"> <li>Staff to provide update report on the recommendations including an evaluation of the success of the implemented recommendations, the timelines achieved for permit issuance, and identification of any recommendations not yet successfully implemented with steps required to pursue them (2025-MAY-12 GPC motion)</li> </ul>

Legend	
	Council/GPC requested topics
	Staff initiatives
	Integrated Action Plan (IAP) program



## 2025 GPC Dates

<b>FEBRUARY</b>								<b>MARCH</b>								<b>APRIL</b>									
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<i>No GPC meetings scheduled for August/September</i>																									
<b>OCTOBER</b>								<b>NOVEMBER</b>								<b>DECEMBER</b>									
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DATE OF MEETING JULY 14, 2025

AUTHORED BY DAVE STEWART, ENVIRONMENTAL PLANNER, SUSTAINABILITY

SUBJECT DEMOLITION AND DECONSTRUCTION WASTE REGULATION

## **OVERVIEW**

### **Purpose of Report**

To inform the Governance and Priorities Committee of demolition and deconstruction bylaw best practices and key elements as well as challenges and opportunities for regulating deconstruction in Nanaimo, including options to consider for proceeding with a draft bylaw.

### **Recommendation**

That the Governance and Priorities Committee make recommendations to Council on the options presented for a demolition & deconstruction bylaw and/or Building Bylaw amendment.

## **BACKGROUND**

At its meeting of 2024-DEC-09, the Governance and Priorities Committee recommended that Council direct Staff to bring a report forward before the end of the second quarter of 2025 regarding the following:

- Report on existing deconstruction bylaws, key elements of a draft bylaw and the challenges and opportunities for regulating deconstruction in Nanaimo
- Report to include options for Council to consider prior to proceeding with drafting a bylaw
- Presentation by industry representatives

This direction is consistent with the priority action within the Integrated Action Plan below:

“Develop and implement a construction recycling, deconstruction, and demolition bylaw. The bylaw will include measures to reduce the amount of waste that goes to landfill from construction and demolition activities and promote the re-use of construction materials in Nanaimo.” (C1.6.12)

The direction and the priority action support the following City Plan policies:

- C1.6.8 Support waste diversion through improved reuse and recycling services for a diversity of materials.
- C1.6.12 Encourage the adaptive reuse of buildings to help reduce construction waste.
- C1.6.14 Encourage the use of natural and reused materials to support circular businesses

## **Demolition Waste in Nanaimo**

Currently, the City of Nanaimo is responsible for curbside compost, garbage, and recycling pickup. The Regional District of Nanaimo (RDN) is responsible for solid waste management and disposal. Private sector waste management services provide recycling drop-off depots and other related services. The RDN Solid Waste Management Plan targets a 90% reduction of landfill waste by 2030. Building materials account for 7% of all commercial waste in the RDN.

Current measures regarding construction and demolition waste within the RDN include tipping fees, disposal bans, waste hauler licensing, and educational tools for the construction industry. The RDN produced a "Construction Waste Best Practices Guide". The City and RDN also participated in the Circular Economy Accelerator Program and sponsored the Building Materials Exchange program.

Since 2020, 168 demolition permits have been issued in the City of Nanaimo. Of those permits, 82% were for single-family homes, while 12% were for commercial buildings. Of those single-family dwelling permits issued within the last year (April 2024 to Jun 2025), 90% were for homes built before 1975, with 52% of those built before 1960. More information regarding demolition permits statistics for the City of Nanaimo can be found in Attachment A and the PowerPoint presentation.

The primary reason for the demolition of these homes was to allow for redevelopment of more units on the property (82%). While the City does not track how demolition materials are handled, based on stakeholder consultation, most buildings in Nanaimo are likely demolished on site by machines with materials diverted to private waste management facilities to be recycled, turned into hog fuel or disposed of.

## **Provincial Housing Legislation Implications**

In June 2024, the Council adopted zoning bylaw amendments to allow small-scale multiple-unit housing on lots previously zoned for single and two-family residential dwellings as required by Provincial Bill 44. While it is too early to say definitively what impact the housing legislation will have on demolition permits in Nanaimo; it is reasonable to expect the number of demolition permits to increase as developers look to remove single-family dwellings and other lower-value units to make room for the higher density permitted on their property.

## **DISCUSSION**

### **Building Removal Hierarchy**

Waste management best practices support a hierarchical approach to demolition waste, prioritizing keeping or relocating the building. Where retention or relocation are not possible, deconstruction and salvage of materials (reuse) is the next best option, followed by recycling materials and energy recovery. Sending waste to the landfill is the last resort. This building removal hierarchy is shown on Attachment B- Building Removal Hierarchy.

### **Municipal Best Practices**

City Staff reviewed local government best practices related to the regulation of waste from building demolition and reconstruction. Of the ten local governments researched, eight have a

bylaw regulating demolition waste, while the City of North Vancouver relies on a pre-application checklist, and the RDN on their best practices guide. All of the municipalities with a bylaw require that applications submit a security deposit and a compliance report. The amount of the security deposit and the conditions for its return vary significantly between municipalities. Some municipalities, such as the City of Victoria and the District of North Vancouver, focus on the reuse of wood from the building, with the refund conditions tied to the amount of wood salvaged. Other local governments, such as Surrey, Burnaby, Port Moody, and New Westminster, focus on the recycling of various materials from the building, with the deposit tied to the waste diversion rate. The cities of Vancouver and Squamish include refund requirements that focus on both wood salvage (for certain building types) and recycling. A summary of the municipal best practices research is included as “Attachment C- Demolition Waste Management Best Practices Other Local Governments”. Links to bylaws are included in Attachment C for reference for those local governments with demolition and deconstruction bylaws.

### **Stakeholder Feedback**

On 2025-MAY-01, City Staff hosted a stakeholder meeting regarding demolition and waste regulation that included representatives from the Nanaimo Development Group, demolition and waste management companies, Habitat for Humanity, Lighthouse, the RDN’s waste management and sustainability departments.

During the meeting, the stakeholders discussed challenges related to the following:

- BC Building Code precluding the use of materials
- Lack of storage space for sorting materials
- Additional timing required for sorting, deconstruction, and salvage, and the impact on building costs
- Safety concerns regarding reclaimed wood and fire hazards if materials are left on site
- Illegal dumping

While the stakeholders recognized the economic opportunity in embracing circular economy principles, they generally favoured a phased approach with a focus on education before regulation.

In addition, Staff met separately with Nickel Brothers, Brod Demolition, and Light House. A summary of these meetings, including the May 1 stakeholder meeting, can be found in Attachment D- Stakeholder Summary.

Staff attended a Home Demolition Waste Prevention Forum held on 2025-JUN-02 that included presentations from building removal and deconstruction companies, waste reduction non-profits and other local governments.

The forum provided information on municipal demolition waste management best practices and opportunities that were used to inform this report. Some highlights include:

- Cost comparisons between deconstruction and conventional demolition and recycling, with deconstruction generally being equal or a lower cost to developers
- Municipal best practices and problems to avoid
- Current and projected building demolition rates in BC
- Barriers and challenges to scaling up relocation and deconstruction

Links to the forum recording and speaker presentations are included in Attachment E- Home Demolition and Waste Prevention Form on June 2 2025.

### Options for Consideration

Based on municipal best practices and stakeholders' perspectives, Staff have identified key elements of a potential draft bylaw as well as other actions outside of a bylaw for the Committee's consideration.

It should be noted that the scope of a Demolition and Deconstruction Bylaw would be limited to projects that require a demolition permit. No regulatory tools have been identified for reducing waste from demolitions activities that do not require a demolition permit, such as small home renovations, or replacement of items such as cabinets, flooring, fittings and fixtures. The extent of those activities contribution to the demolition waste going to landfill is currently challenging to determine. Staff will continue to work with the RDN to explore educational resources and tools to reduce landfill waste from construction and demolition activities.

#### Key elements of a potential draft bylaw

	Key Element	Building Removal Hierarchy
1	Require homes slated for demo to be assessed for relocation.	Relocate
2	Establish a minimum wood salvage requirement	Reuse
3	Establish a minimum waste diversion rate requirement for building demolitions	Recycle
4	Require a waste management plan and salvage materials assessment before issuing the demolition permit	Reuse/Recycle
5	Consider a refundable deposit and a compliance report for salvaged and recycled materials	Reuse/Recycle

A demolition and deconstruction bylaw has the potential to encourage reuse and relocation of buildings and salvage and diversion of building materials from the landfill, but also has the potential to add time and cost to construction. Administering and enforcing the bylaw will require resources, including dedicated staff time and potentially temporary contractor support. Best practices indicate that a deposit and compliance report are effective tools to ensure bylaw adherence. Other local governments have demonstrated a high compliance rate with most of the applicants exceeding established salvage targets.

Adopting a phased approach to implementing a demolition and deconstruction bylaw with necessary educational resources and support would be critical to the success of implementation of a demolition and deconstruction bylaw in order to help mitigate potential negative impact on building permit timelines and the cost of demolition and redevelopment.

#### Opportunities Outside of a Demolition and Deconstruction Bylaw

During the review a number of additional opportunities, outside of a demolition and deconstruction bylaw, were identified with the potential to encourage reuse and relocation of buildings and salvage and diversion of building materials from the landfill. These opportunities include an amendment to the Building Bylaw to remove a potential barrier to building relocation, identification of options for building retention, reuse, relocation or deconstruction early in the development process and prioritizing relocation or deconstruction wherever possible when the

City needs to remove a building. The following summarizes the additional opportunities identified:

1. Remove Section 20.1.3 of the City of Nanaimo Building Bylaw which requires a building relocated to a new site in Nanaimo to have an assessed value not less than the average assessed value of all dwellings situated within 50 metres of the site or parcel of land to which the building is to be moved.

**Staff Comment:** The historic reason for the requirement of Section 20.1.3 of the Building Bylaw is perhaps to ensure that a building relocated to the City is of similar quality and value to the surrounding dwellings based on the assumption that relocated buildings of lesser value would be undesirable. No similar regulations apply to new construction.

Current land economics offer little incentive for single family buildings to be relocated to residential lots that have more development potential within the City. Few buildings have been relocated to the City over the last several years. Enforcing this section places an administrative burden on Building Inspection. The section is identified as a potential barrier to building relocation and likely redundant.

**Building Removal Hierarchy:** Relocate

2. Identify opportunities early in the development process (at Development Permit or Subdivision pre-application meetings) to encourage building retention, reuse, relocation or deconstruction where there is an existing structure on site and support building retention through variances where applicable.

**Staff Comment:** Some stakeholders noted that the amount of time it takes to remove a building from site is a significant issue, while others claimed that deconstruction could be done within similar timeline and budget with sufficient lead time. The City already allows the removal of a structure through a demolition permit, before a building permit is issued. This provides developers with the ability to initiate the removal process before a building permit is secured in the case that a building must be demolished or relocated to make way for new development.

Retaining or reusing existing buildings may not lead to the highest density and best use permitted on the property and is likely to face many feasibility constraints. However, adaptive reuse of existing buildings, where feasible, could potentially not only retain building materials thereby reduce demolition waste but also add character to the building and neighborhood.

**Building Removal Hierarchy:** Keep, Relocate, Reuse, Recycle

3. Prioritize relocation or deconstruction wherever possible when the City needs to remove a building.

**Staff Comment:** This action allows the City to lead by example and support demolition waste reduction directly. However, the impact would be very limited, as most if not all of the buildings demolished by the City are beyond end of their useful life.

**Building Removal Hierarchy:** Relocate, Reuse

## **OPTIONS**

### **Demolition & Deconstruction Bylaw**

1. That the Governance and Priorities Committee recommend that Council direct staff to bring forward a Demolition and Deconstruction Waste Regulation Bylaw for Council's consideration.

#### **OR**

2. That the Governance and Priorities Committee provide an alternate recommendation to Council.
  - The advantages of Option 1: Developing a demolition and waste regulation bylaw could potentially reduce waste that goes into the landfill from demolition activities. These actions collectively could support a circular economy, avoid GHG emissions, reduce demand on virgin resources and help the City meet multiple City Plan policy objectives.
  - The disadvantages of Option 1: Implementing an effective Demolition and Deconstruction Bylaw would require additional staff resources in Planning & Development and in Engineering & Public Works to carry out functions from administering deposits to reviewing compliance reports and verifying results. The regulations may affect building permit timelines and the cost of demolition and redevelopment.
  - Financial Implications of Option 1: Developing and implementing a Demolition and Waste Regulation Bylaw would require dedicated staff time, especially during the early stages of program development and implementation. It is estimated that 0.5-1.5 FTE would be required for ongoing administration.

### **Building Bylaw Amendment**

1. That the Governance and Priorities Committee recommend that Council direct staff to bring forward an amendment to the City of Nanaimo Building Bylaw to remove the requirement for relocated buildings to have an assessed value not less than the average assessed value of all dwellings situated within 50 metres of the site or parcel of land to which the building is to be moved.

#### **OR**

2. That the Governance and Priorities Committee provide an alternate recommendation to Council.
  - The advantages of Option 1: Removes a potential barrier to building relocation that does not apply to new construction. Reduces the administrative burden on Building Inspection staff.
  - The disadvantages of Option 1: Does not ensure that buildings relocated to the City are of similar value/quality to surrounding dwellings.
  - Financial Implications of Option 1: Can be accomplished with existing resources.



### **SUMMARY POINTS**

- Council directed Staff to report on existing deconstruction bylaws, key elements of a draft bylaw, the challenges and opportunities for regulating deconstruction in Nanaimo and options for proceeding with drafting a bylaw.
- A demolition and deconstruction bylaw has the potential to encourage reuse and relocation of buildings and salvage and diversion of building materials from the landfill, but also has the potential to add time and cost to construction.
- Developing and implementing a demolition and waste regulation bylaw would require additional dedicated staff time, especially during the early stages of program development and implementation. It is estimated that 0.5-1.5 FTE would be required for ongoing administration.
- Adopting a phased approach to implementing a demolition and deconstruction bylaw with necessary educational resources and support would be critical to the success of implementation of a demolition and deconstruction bylaw in order to help mitigate potential negative impact on building permit timelines and the cost of demolition and redevelopment.
- During the review a number of additional opportunities, outside of a demolition and deconstruction bylaw, were identified with the potential to encourage reuse and relocation of buildings and salvage and diversion of building materials from the landfill. These opportunities include an amendment to the Building Bylaw to remove a potential barrier to building relocation, identification of options for building retention, reuse, relocation or deconstruction early in the development process and prioritizing relocation or deconstruction where possible when the City needs to remove a building.

### **ATTACHMENTS**

ATTACHMENT A: Demolition Permits in Nanaimo

ATTACHMENT B: Building Removal Hierarchy

ATTACHMENT C: Demolition Waste Management Best Practices Other Local Governments

ATTACHMENT D: Stakeholder summary

ATTACHMENT E: Home Demolition Waste Prevention Forum on June 2 2025 |

#### **Submitted by:**

Ting Pan  
Manager, Sustainability |

#### **Concurrence by:**

Jeremy Holm  
Director, Planning & Development

Bill Sims  
General Manager, Engineering & Public Works |



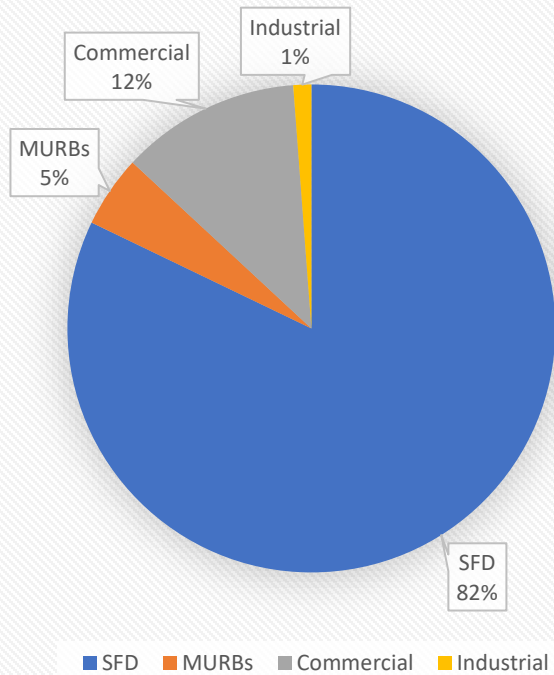
# ATTACHMENT A

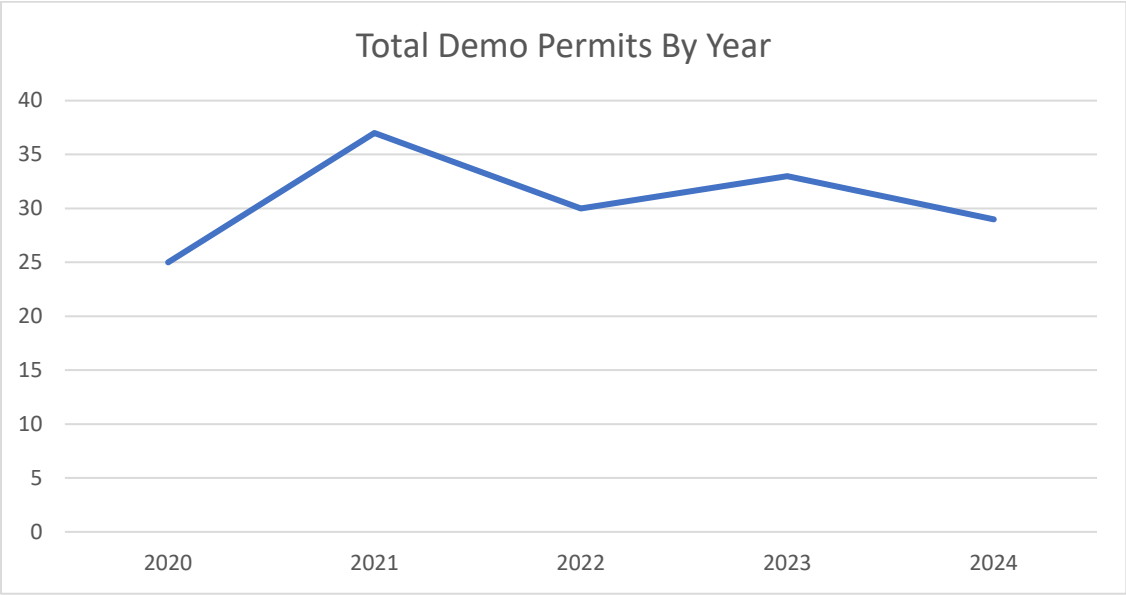
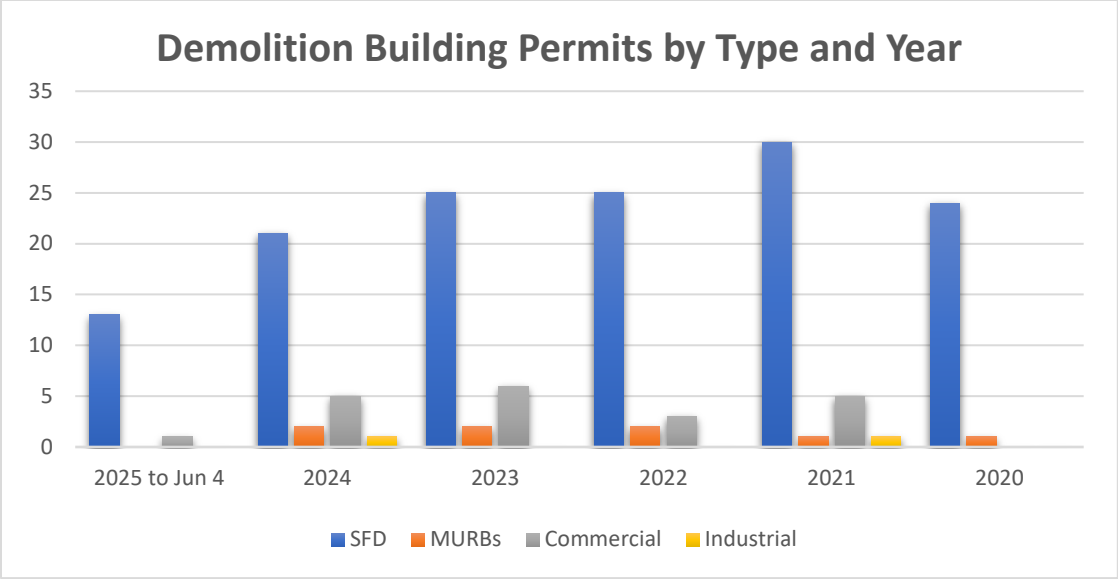
## Demolition Permits in Nanaimo

### Demolition Permits Issued from January 1, 2020 to June 4, 2025

	2025 to Jun 4	2024	2023	2022	2021	2020	Total
<b>SFD</b>	13	21	25	25	30	24	138
<b>MURBs</b>	0	2	2	2	1	1	8
<b>Commercial</b>	1	5	6	3	5	0	20
<b>Industrial</b>	0	1	0	0	1	0	2
<b>Total</b>	14	29	33	30	37	25	168

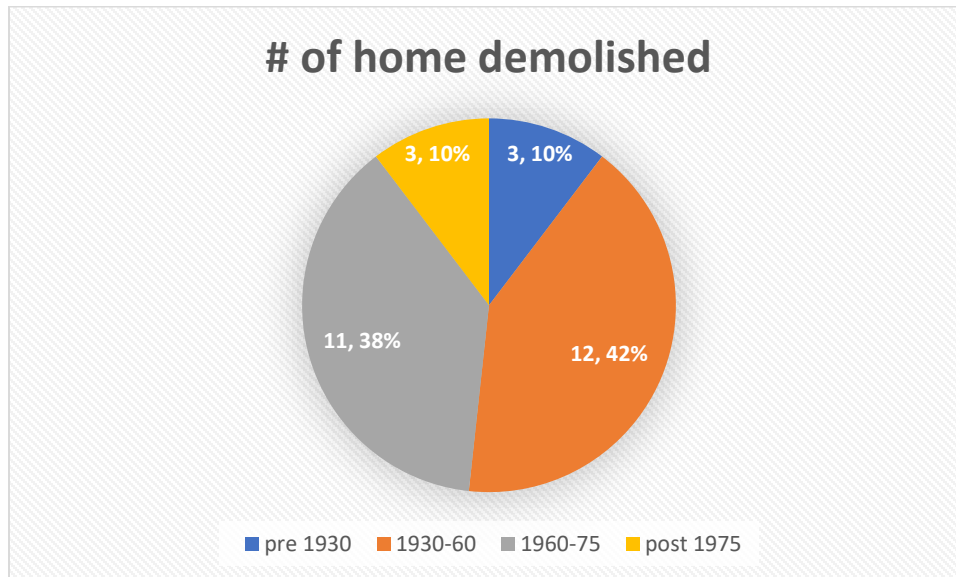
### Total # of Demo Permits by Building Type 2020 to June 2025





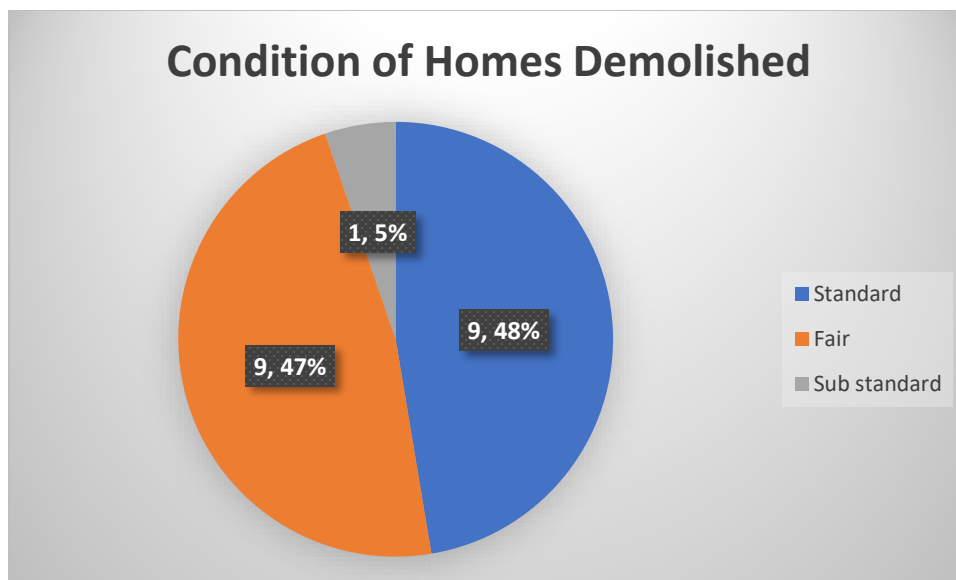
## Demolition Permits April 2024 to April 2025

### Number of Demolition Permits for Single Family Dwellings by Age of Building



Source: City of Nanaimo Building Permit Data and BC Assessment

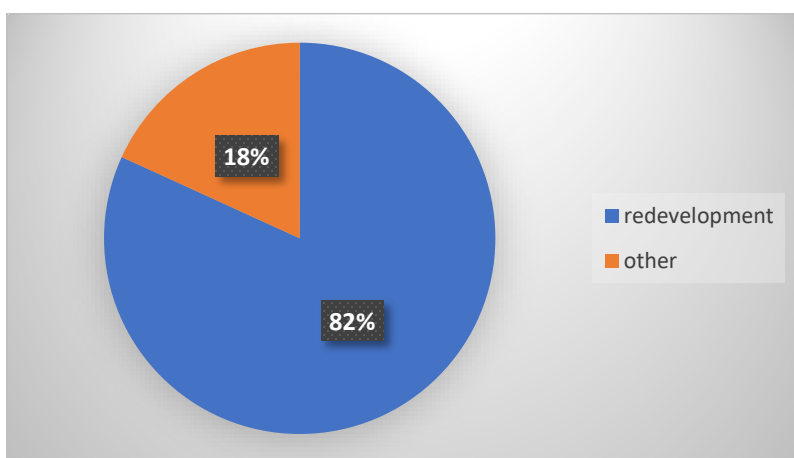
### Condition of the Single-Family Dwelling to be Demolished



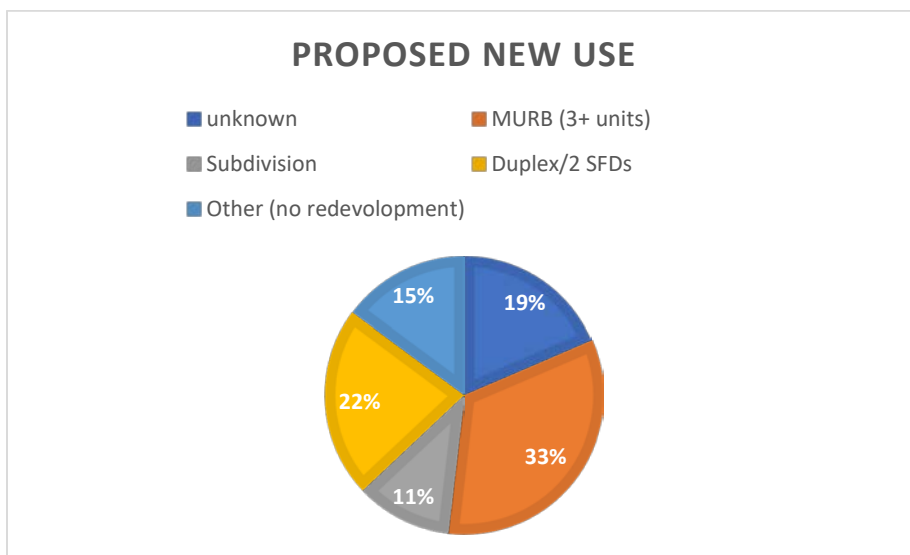
Source: City of Nanaimo Building Permit Data and BC Assessment

# Reason for Demolition (single family dwellings between April 2024 to April 2025)

Proposed new use	# of properties
unknown	5
MURB (3+ units)	9
Subdivision	3
Duplex/2 SFDs	6
Other (no redevelopment)	4
Total	27



## Proposed new development where redevelopment is planned or expected.



Source: City of Nanaimo Building Permit and Planning Application Data

## ATTACHMENT B

### Building Removal Hierarchy



## ATTACHMENT C

### Demolition Waste Management Best Practices – Other Local Governments

Local Government	Bylaw	Compliance Report	Waste Disposal Plan Required?	Deposit	Refund requirement	Admin fee	Recycling or reuse (relocation or deconstruction)	Materials addressed
<b>Regional District of Nanaimo</b>	No	No, best practices guide available	No	None	N/A			
<b>North Vancouver, City</b>	No	No	Yes, checklist required	None	N/A		Recycling	Wood, concrete, drywall, metal, brick
<b>North Vancouver, District</b>	<a href="#">Yes</a>	Yes	Yes	\$15,000	Based on wood salvaged. 3.5 kg or 2.6 board ft of reclaimed lumber per sq ft of finished floor space for a full refund.	\$262.50	Reuse	Wood
<b>Squamish</b>	<a href="#">Yes</a>	Yes	Yes	\$20 per sq. m of building being demolished	Based on diversion %-80- 100% for full refund		Both	Wood, metal, drywall/gypsum, concrete/asphalt, organic material
<b>Victoria</b>	<a href="#">Yes</a>	Yes	No	\$19,500	Based on wood salvage rate. 40kg+ per sq m for full refund	\$500	Reuse	Wood

Local Government	Bylaw	Compliance Report	Waste Disposal Plan Required?	Deposit	Refund requirement	Admin fee	Recycling or reuse (relocation or deconstruction)	Materials addressed
Vancouver	<a href="#">Yes</a>	Yes	Yes	\$14,650	Varies based on building type and age	\$449.00	Both- reuse only	Drywall/gypsum, asphalt roofing shingles, concrete, wood, appliances, doors, windows,
Surrey	<a href="#">Yes</a>	Yes	Yes	\$5,000	70% recycling for full refund	\$250	Recycling	All recyclable and organic material
Burnaby	<a href="#">Yes</a>	Yes	Yes	\$2.25 per square foot of building being demolished, up to a maximum of \$50 000 dollars	Completion of the compliance report	\$250	Recycling	All recyclable and organic material
Port Moody	<a href="#">Yes</a>	Yes	Yes	\$1 600-\$15 250 -based on square footage	Full refund: 100% clean wood and 85% of other recyclable materials are recycled or reused	Deducted from Security Deposit refund	Recycling	Wood and other recyclable materials
New Westminster	<a href="#">Yes</a>	Yes	Yes	\$5,000	70% recycling for SFD or Duplex	\$277	Recycling	All recyclable and organic material

## ATTACHMENT D

### Demolition Waste Management Stakeholder Summary

#### May 1, 2025 – Stakeholder Meeting

Attendance:

Business or Organization	Organization Type
Regional District of Nanaimo	Government
Habitat for Humanity	Non-profit
MWL Demolition	Demolition
Nanaimo Development Group	Building and Development
Lighthouse	Non-profit
Progressive Environmental Vancouver Island	Demolition
Milner Group	Waste Management
Vancouver Island HazMat	Demolition

A number of other waste management and demolition firms were invited but were unable to attend. During this meeting, the stakeholders noted several challenges related to demolition, reconstruction, and recycling.

#### Challenges Identified

- **BC Building Code:** stakeholders shared that getting a structural engineer to sign off on a building using reclaimed wood can be challenging. They also noted, new BC Step Code and other energy performance requirements can make it difficult to reuse some building components.
- **Storage of Materials:** finding space to store and sort materials off-site was important to the stakeholders. Developers often want to remove the existing building as soon as possible so as not to delay redevelopment. Storing and sorting materials on-site often delays the demolition, which in turn delays the new development.
- **Timing/cost:** Administering a demolition bylaw, especially one that requires pre and post-demolition compliance reports, may increase the workload of both the applicants and City Staff and may delay the issuance of the demolition permit. Time delays plus deposit and admin fee requirements can also add an additional cost burden on developers.
- **Safety:** stakeholders expressed safety concerns regarding the use of reclaimed wood with nails or lead boards. They also noted demolition waste left on site for long periods can become a fire hazard.
- **Illegal Dumping:** Some of the stakeholders felt that overly onerous regulations could result in increased illegal dumping.

#### Opportunities, Solutions, and Recommended Approaches

- Focus on education before regulation
- Consider a phased and predictable approach to regulation. Allow the industry time to adjust.
- Provide a space for storing and sorting materials off-site



- Consider incentives for salvage and reuse (density bonusing or fast track permitting were suggested as possible incentives)
- Reframe demolition and deconstruction waste management as an economic opportunity. Move away from a solid waste management focus, embrace circular economy principles, and talk about resources to support economic development.

## **Nickel Brothers**

- In most cases (~95%), they can recoup the entire cost of the building removal from the purchase of the building, meaning that the building is removed from the property at no cost to the property owner
- Since 2020, their company has received 43 inquiries to relocate a building from Nanaimo, but they were only able to relocate 5 of them.
- More than half of the buildings they assessed were unable to be moved

## **Barriers and Challenges**

- Section 20.1.3. of the City's Building Bylaw requires a building relocated to a new site in Nanaimo to have an assessed value not less than the average assessed value of all dwellings situated within 50 metres of the site or parcel of land to which the building is to be moved. They noted that no such 'value rule' exists for new construction. This policy can prevent homes from being relocated to Nanaimo.
- Street infrastructure, such as trees and low power lines, can create a physical barrier to moving buildings
- Timing can be a challenge. It takes longer to relocate or deconstruct a building than to demolish and recycle it. Buildings are typically listed for sale for a minimum of three months. While Nickel Brothers provides some storage for homes in their yard, that space is limited and adds additional costs to the move. It is generally cheaper and easier for homes to be stored on-site; however, that can delay redevelopment. Some developers eager to start building on the site may opt for demolition and recycling over relocation to save time.

## **Policy Incentives and Best Practices**

- The Town of Sidney encourages relocation by charging a higher permit fee for demolishing the building onsite (\$1,000) versus relocating it (\$250).
- The City of Victoria's Demolition Waste and Deconstruction Bylaw requires a \$19,500 deposit for demolition that is returned in full if the building is relocated (or more than 40kg of wood per sq m of building size is salvaged).
- Some communities require a building to be assessed for relocation as a condition of the demolition permit issuance.
- Temporary Accelerated Relocation Permits (TARP): This concept was suggested by Nickel Brothers to allow homes to be temporarily stored on the site (without foundation or service connections) that they will be ultimately located permanently before the full building permit is issued. They noted this concept is being tested as a pilot by the District of Saanich, but has not been fully adopted by any municipalities in BC that they are aware of.

## **Brod Demolition**

Staff met with a representative from Brod Demolition over the phone. They shared the following recommendations:

- Make mixing clean wood with other materials illegal at the landfill.
- Make disposing of clean wood affordable at the landfill
- Require clean wood, accessible drywall, roofing materials, and insulation to be sorted at a 95% rate. Allow some flexibility for hard to reach areas of the building.
- Don't allow or require wood and drywall waste to be bagged- it makes it too easy to illegally mix loads
- Enforce Provincial regulations regarding window removal- broken glass on site is a significant hazard
- Don't mandate what happens to the wood removed from a building. The reuse and recycling of the wood will depend on the quality of the wood and the market. City Staff are unable to assess the quality of the wood for reuse, especially through a bylaw with inflexible targets.
- Most wood from their demolitions is recycled or used for energy recovery (hog fuel), with less than 5% salvaged and reused.

# ATTACHMENT E

## Home Demolition Waste Prevention Forum

Forum held 2025-JUN-02

Forum recording: <https://vimeo.com/1089109365/47436a5c79?share=copy>

Speaker presentations:

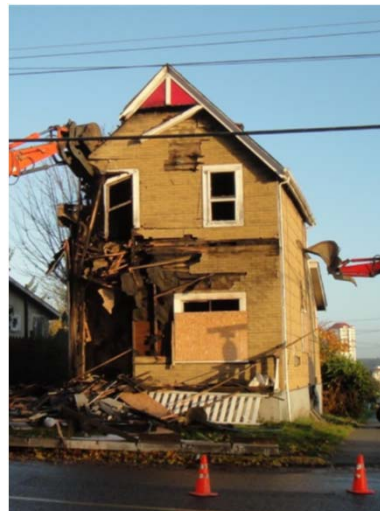
<https://drive.google.com/file/d/1wBOZDm0neaaxqcObFXqg2wViWrB7lZ9J/view>

# Demolition and Deconstruction Waste Regulation

*Governance and Priorities  
Committee Meeting  
July 14, 2025*

## Agenda

- Council Direction
- What we heard
- Demolition Waste in Nanaimo
- Demolition Permits in Nanaimo
- Building Removal Hierarchy
- Best Practices
- Recommendations



## Council Direction



Report on existing deconstruction bylaws, key elements of a draft bylaw and the challenges and opportunities for regulating deconstruction in Nanaimo.



Report to include options for Council to consider for proceeding with drafting a bylaw



Presentation by industry representatives

## Waste Diversion Goals



### RDN

Reduce waste going to the landfill by 90% by 2030.



### Integrated Action Plan

Develop and implement a construction recycling, deconstruction, and demolition bylaw. The bylaw will include measures to reduce the amount of waste that goes to landfill from construction and demolition activities and promote re-use of construction materials in Nanaimo.



### City Plan

Support waste diversion through improved reuse and recycling services for a diversity of materials

Encourage the adaptive reuse of buildings to help reduce construction waste.

Encourage the use of natural and reused materials to support circular businesses

## Stakeholder Feedback

- May 1<sup>st</sup> meeting with representatives from the following groups
  - Demolition companies
  - Waste Management
  - Local Government (City and RDN)
  - Non- profits (Light House and Habitat for Humanity)
  - Builders/Developers (Nanaimo Development Group)
- Follow-up meetings with
  - Building relocation company (Nickel Brothers)
  - Demolition company (Brod Demolition)

## Stakeholder Feedback

### Challenges

- BC Building Code
  - Structural engineer signoff challenging when reusing wood
  - Energy performance requirements make it difficult to reuse old components like doors and windows
- Finding space to sort products to be reused or recycled
- Finding a market for salvaged materials
- Time
  - Sorting and recycling can take time. Can delay redevelopment if done on site.
  - Concern about time delays a demo bylaw may have on building permits
- Illegal dumping
- Safety
  - concerns with wood recycling- nails or lead in boards
  - Waste left on site can be a fire hazard

## Stakeholder Feedback

### Solutions and Recommendations

- Focus on education before regulation.
- Consider a phased and predictable approach to regulation. Allow industry time to adjust.
- Consider incentives for salvage and reuse.
- Provide space for storing and sorting materials off-site.
- Reframe as an economic opportunity- move away from solid waste and talk about resources and economic development

## Demolition Waste in Nanaimo



58% of materials being landfilled can be readily reused, recycled or composted



95% of C&D waste can be kept out of the landfill through material recovery practices and targets.



7% of all commercial waste is from building materials.



Reducing building material waste by 50% would equate to 295 garbage trucks of waste and 1,185 tonnes of greenhouse gas (GHG) emissions saved.

## More stats



For a typical deconstruction, 70% of materials can be recycled and 25% can be reused.



**4 million tons** of construction, renovation and demolition waste is generated annually in Canada. Of that, **37% is old growth lumber**.



~700 homes are demolished each year in BC. ~100 are relocated.

## Current Actions

RDN Best Practices Guide

Tipping fees

Disposal bans

Waste Hauler Licensing Requirements

Funding for Lighthouse Building Material Exchange Program

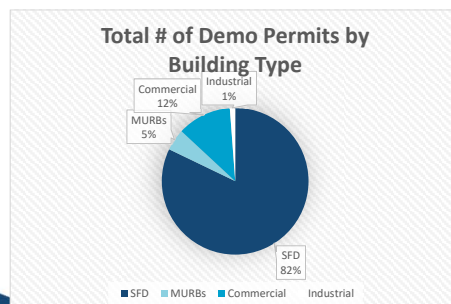


## Demolition Permits in Nanaimo

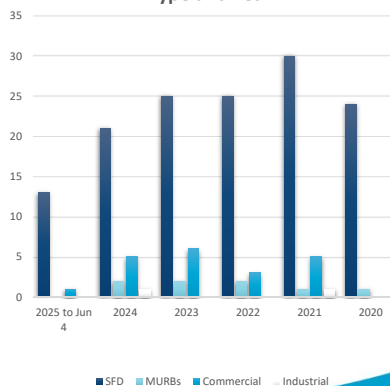


## Demolition Permits – Building Type

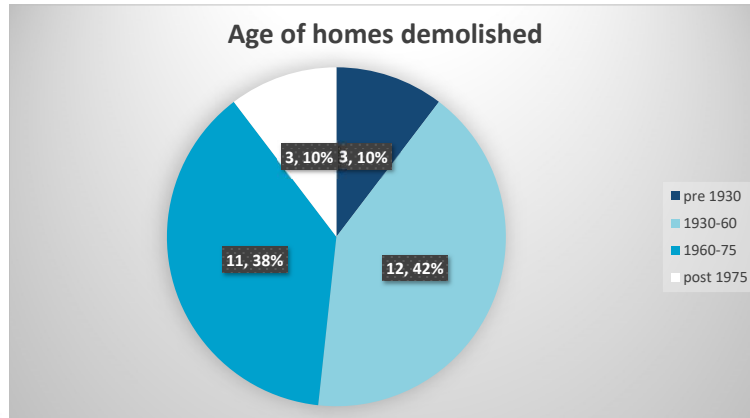
- 168 demolition permits since 2020



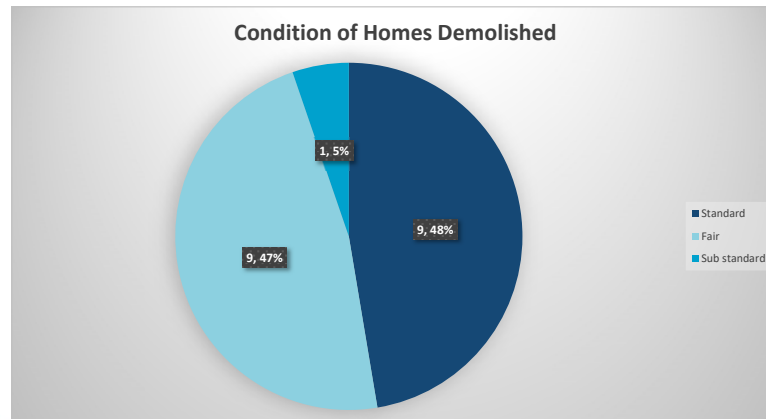
**Demolition Building Permits by Type and Year**



## Demolition Permits - Age

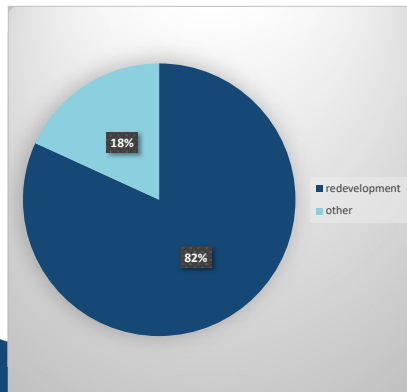


## Demolition Permits- Condition



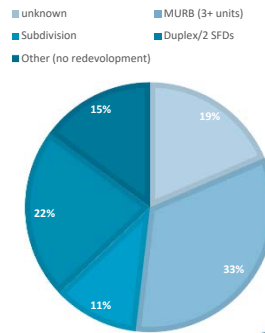
## Demolition Permits- Reasons

**Reasons for Demo**



**Reasons for Demo- detailed**

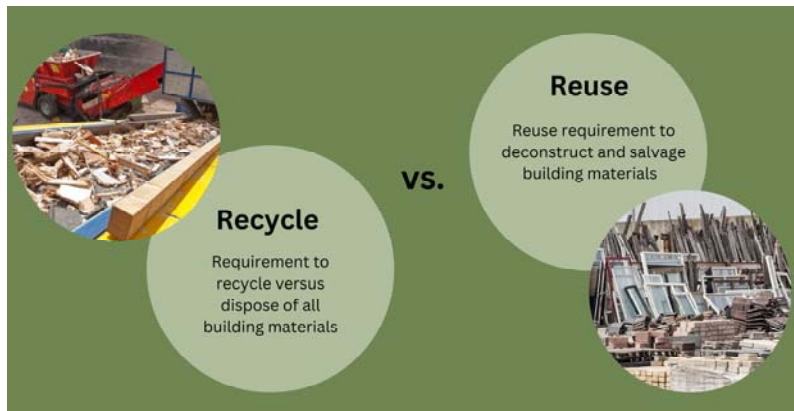
REASONS FOR SFD DEMO



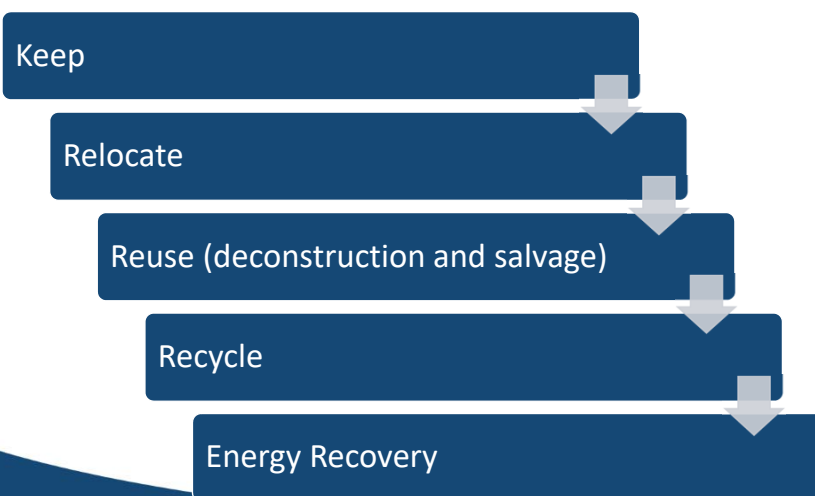
## Best Practices & Recommendations



## Reuse v. Recycle



## Building Removal Hierarchy



## Other Local Governments

- 10 BC Local Governments
- 8 with demolition or deconstruction waste management bylaws
- 2 best practice guidelines



## Other Local Gov'ts: Common Practices

Deposit required (8)

Compliance report required (8)

Waste disposal pre-plan (8)

Recycling (5), Reuse/Deconstruction (2), Both (3)

Reuse bylaws (Victoria and District of North Van) focused on wood. Other bylaws a variety of recyclable materials

## Demo Bylaw Elements

1. Relocation Assessment
2. Wood salvage requirement
3. Diversion rate requirement
4. Require a waste management plan and salvage materials assessment
5. Refundable Deposit
6. Compliance Report



## Beyond a Bylaw

1. Flag building relocation and reuse early in the development permit process
2. Prioritize relocation or deconstruction when the City needs to remove a building.
3. Support keeping buildings on the property through variances
4. Remove Building Bylaw home relocation value requirement







Presented to:

**Mayor Leonard Krog  
Councillor Sheryl Armstrong  
Councillor Tyler Brown  
Councillor Hilary Eastmure  
Councillor Ben Geselbracht  
Councillor Erin Hemmens  
Councillor Paul Manly  
Councillor Janice Perrino  
Councillor Ian Thorpe**

Presented by:

**Cassidy v. Ros**

[www.nickelbros.com](http://www.nickelbros.com)

**The 45 homes being demolished in 2020 resulted in approximately:**

**3,600,000 kgs of embodied carbon released**

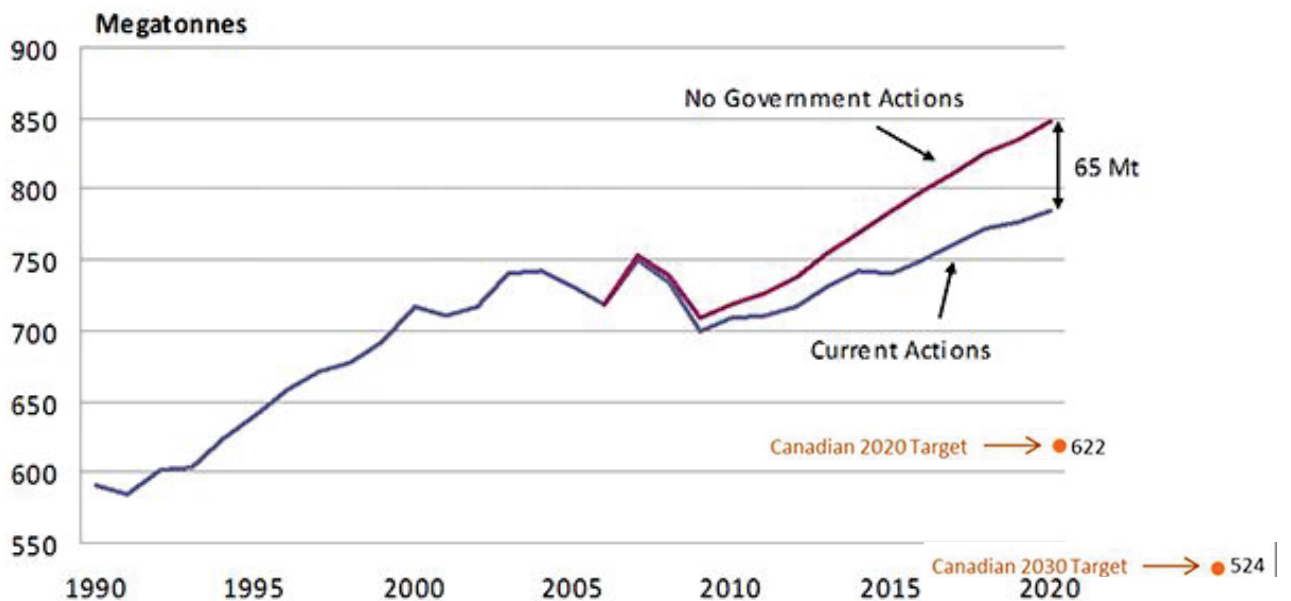
**4,500,000 kgs demolition waste to landfill**

**7290 trees cut down for lumber and sent to landfill**





Embodied carbon and operational carbon across the key life stages of a building. CLF



Canada agreed at COP21 to reduce carbon dioxide emissions to 524 megatonnes per year by 2030.

At current rates, Canada will emit 875 megatonnes annually by 2030.



## **Ministry of Housing Technical Bulletin B24-07**

**National Resource Council / Canadian Board for Harmonized  
Construction Codes Housing Supply Committee and Relocated Homes  
Task Group**

### **City of Victoria Deconstruction Bylaw**

**Capital Regional District sponsored recent Home Relocation event,  
“Home Demolition Waste Prevention Forum.”**

**Metro Vancouver lists Home Relocation as a Critical Metric in measuring  
success of their Zero Waste Plan**



### **Supporting Demolition Alternatives**

1. Implement a Building Reuse Assessment Form with all demolition applications
2. Large Refundable Demolition Deposit (City of Victoria)
3. Early Green Removal Permits
4. Municipal building removal procurement standards policy (Canadian Treasury)
5. Storage space

## Supporting Building Alternatives

1. Omit Value Rule
2. Temporary Accelerated Relocation Permit

**Thank you!**





# Recommendations for Demolition & Reconstruction Regulations

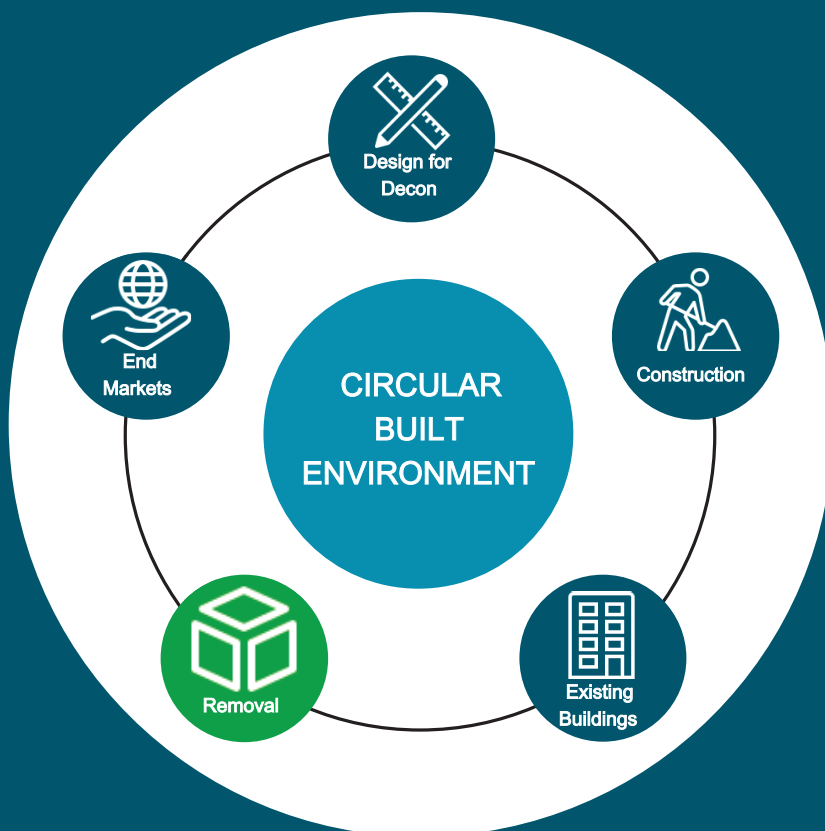
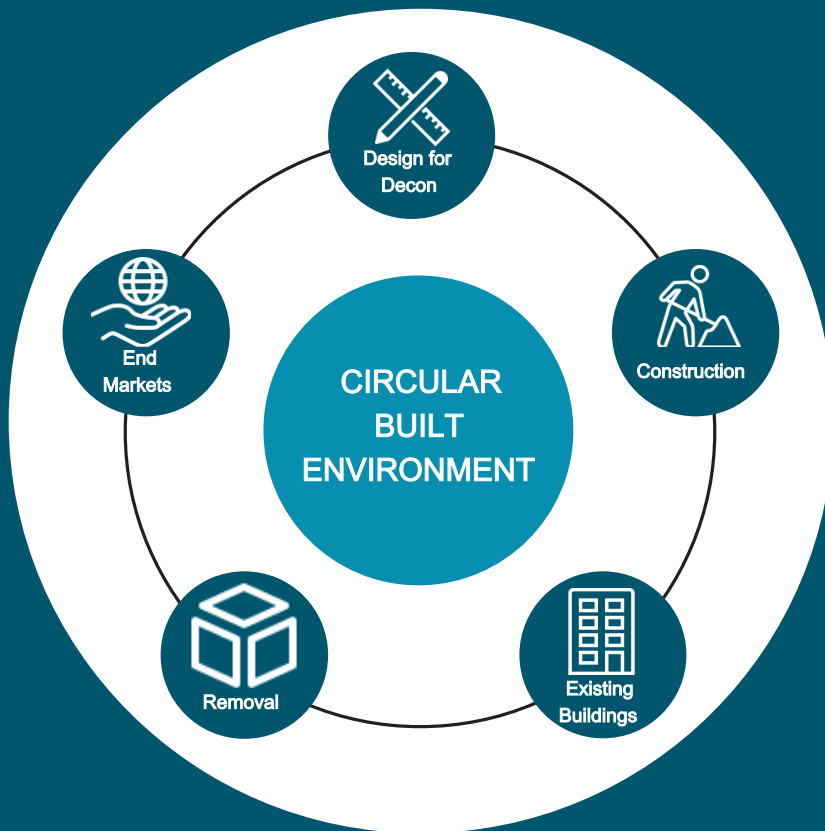
City of Nanaimo  
Governance & Priorities Committee Meeting  
July 17, 2025



**Our Mission** is to advance regenerative and circular practices in the built environment that nurture ecological and human health.

That means designing buildings and communities that reduce and reuse building materials, waste, and carbon emissions.



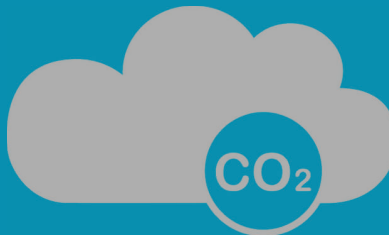


# 239

single -family homes were demolished  
in the City of Nanaimo between 2015 -2024



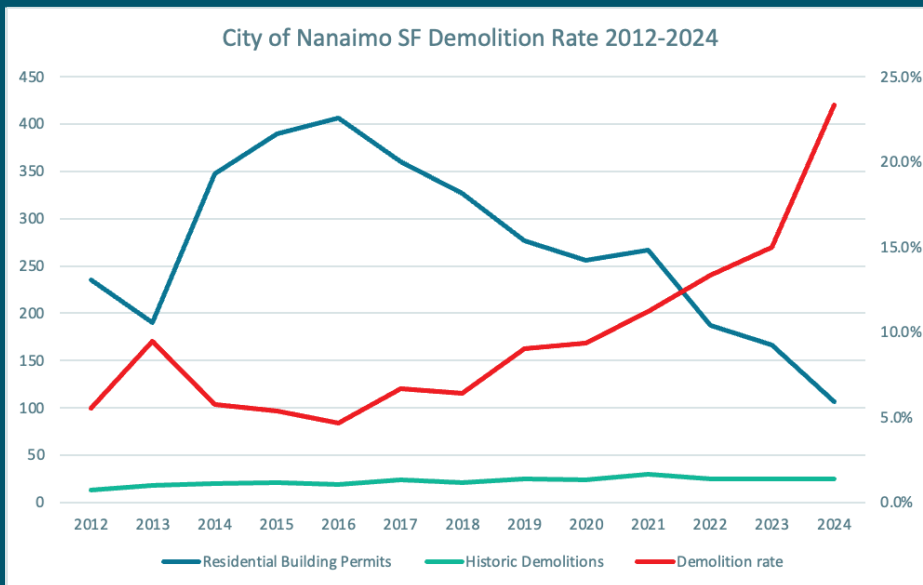
239,000 MT  
CRD materials



15,535 MT  
CO<sub>2</sub>e Emissions



Unquantified  
Lost Resources



Demolitions forecasted to increase over the next decade:

- Population growth
- Densification
- Relaxation of provincial zoning
- Federal housing mandates

Source: City of Nanaimo Building Permit Statistics (Property & Development

## Socio -Economic Conditions

- Diminishing landfill capacity
- Climate imperative
- Dependency on precarious markets
- Increasing material costs

# Demolition vs Deconstruction

## COST COMPARISON

2400 SQ FT HOME ESTIMATE

### Sustainable Demolition Cost

\$32,550.00

\$42,000.00

\$66,440.00

DEMO 1

DEMO 2

DECON

DEMO 3

DEMO 4

DEMO 5

LOW END

\$49,500.00

MID RANGE

HIGH END

#### DEMOLITION PRICE INCLUDES

1. ABATEMENT
2. DRYWALL REMOVAL
3. DEMOLITION
4. CONCRETE REMOVAL

#### DECONSTRUCTION PRICE INCLUDES

1. ABATEMENT
2. DRYWALL REMOVAL
3. DECONSTRUCTION
4. CONCRETE REMOVAL

DECONSTRUCTION COST INCLUDES AN  
\$18,000.00 Tax Credit for a 1960 Home

Image courtesy of VEMA  
Deconstruction

## Decon does not delay construction

- Construction does not occur immediately after demolition and is not the cause of construction delays.
- Look at dates of issuance of demolition and building permits across projects.

# Policy Recommendations

- Triage model (infill, relocate, decon, partial decon, demo last resort)
- Mandatory assessments
- Significant refundable deposit with tiered refund (City of Victoria) - direct abandoned deposits to circular construction initiatives
- Applicable to all building types (City of Burnaby)
- Strong, clear definitions of “deconstruction”, “salvage” and “reuse”



Gil Yaron

Managing Director, Circular Innovation

P: 778.668.3675

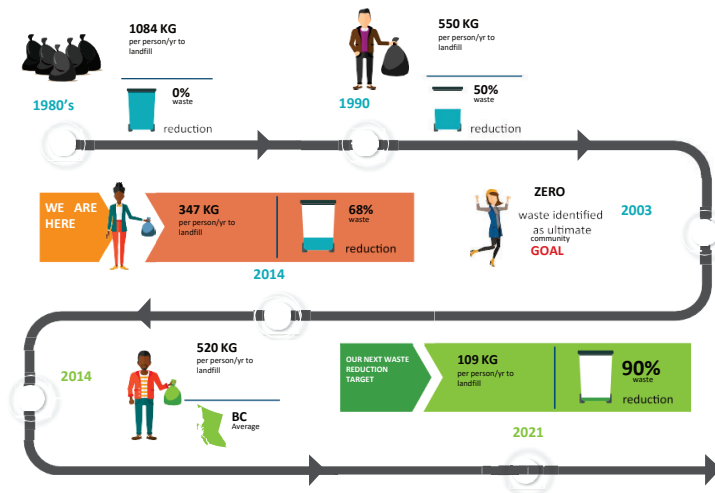
E: [gil@light-house.org](mailto:gil@light-house.org)



# Waste Diversion in our Region



## Historical Waste Management



# Landfill Disposal Bans

- Gypsum (1991)
- Land clearing waste (1992)
- Corrugated cardboard (1993)
- Recyclable Paper (1997)
- Scrap Metal (1997)
- Tires (1997)
- Commercial organic waste (2005)
- Garden waste (2007)
- Wood Waste (2007)
- Stewardship Materials (2007)
- Household Plastic Containers (2009)
- Metal Food & Beverage Containers (2009)

www.rdn.bc.ca

## Solid Waste Management Plan

New Zero Waste Programs	Status	Estimated Diversion
Expanded Zero Waste Education	Complete	Not Quantifiable
Zero Waste Recycling	Complete	1%
Household Hazardous Waste	Complete	<1%
Expanded Industrial, Commercial and Institutional Waste Management Diversion	In Progress	3%
Expanded Construction and Demolition Waste Diversion	In Progress	3%
Mandatory Waste Source Separation	In Progress- adopted Jan 1, 2025	10%
Waste Hauler Licensing	In Progress – adopted Jan 1, 2025	
New program Diversion Total		17%
Anticipated Diversion through Provincial/Federal programs		5%
Existing Diversion		68%
Total		<u>90%</u>

## KEY PRINCIPALS

- User pay
  - Tipping fees
  - Curbside user fees
  - Curbside limits
- Encourage Private Investment
  - Landfill Disposal bans
    - Regulate, Collaborate w/ waste industry, Educate residents and Enforce bans
  - Waste Stream Management Licensing Program
    - Create Private sector recycling infrastructure by level playing field



[www.rdn.bc.ca](http://www.rdn.bc.ca)

## Construction & Demolition Waste



**58% of materials**  
can be diverted  
from landfill

- Reusing materials both onsite and offsite can significantly reduce waste, tipping fee expenses and operational costs, all while keeping valuable materials in circulation
- Divert 95% of material by volume from landfill. In a typical deconstruction, 70% of materials can be recycled and 25% can be reused

# Construction and Demolition Waste Management

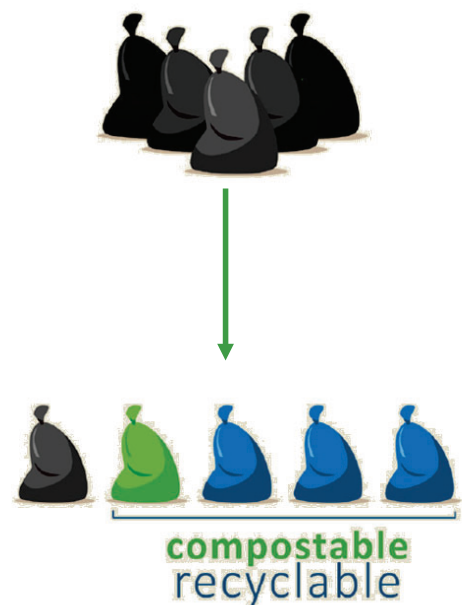


- C&D waste constitutes about 5%\* of landfill waste.
- The Construction Waste Best Practices Guide aids diversion efforts.
- Effective strategies improve recycling and waste recovery.
- The 'What Goes Where' tool helps proper disposal.

[www.rdn.bc.ca](http://www.rdn.bc.ca)

## Mandatory Waste Source Separation & Waste Hauler Licensing Bylaws

- Mandatory Waste Source Separation (MWSS) & Waste Hauler Licensing (WHL)
- 10% increase in total waste diversion



# Waste Hauler Licensing



Disposal levy

Reduced tip fee



[www.rdn.bc.ca](http://www.rdn.bc.ca)

## STOP DUMPING

**DUMPING HERE IS:**  
**ILLEGAL - OFFENSIVE - EXPENSIVE**  
**Harmful to the Environment**

**OBSERVE, RECORD & REPORT**

**250-390-6560**  
**1-877-607-4111**  
[www.rdn.bc.ca](http://www.rdn.bc.ca)

**(RAPP) Report All Poachers and Polluters**  
**@ 1-877-952-7277**

**ALTERNATIVES: Call or check RDN online recycling directory**





# Questions?



[www.rdn.bc.ca](http://www.rdn.bc.ca)

DATE OF MEETING July 14, 2025

AUTHORED BY LISA BRINKMAN, MANAGER, COMMUNITY PLANNING

SUBJECT CITY PLAN REVIEW 2025

## **OVERVIEW**

### **Purpose of Report**

To present the 2025 review of City Plan – Nanaimo Relmaged, including a review of housing policy, transit-oriented area policy, supportive housing distribution, and a summary of proposed housekeeping amendments.

### **Recommendation**

That the Governance and Priorities Committee recommend that Council direct Staff to proceed with:

1. Preparing a bylaw to amend “City Plan Bylaw 2022 No. 6600” as outlined in the Staff Report dated 2025-JUL-14; and,
2. Consultation with the Ministry of Transportation and Transit, Snuneymuxw First Nation, District of Lantzville and Regional District of Nanaimo in accordance with Section 475 of the *Local Government Act*.

## **BACKGROUND**

In early 2025, Staff commenced a review of *City Plan* (the City of Nanaimo’s Official Community Plan), as required by the *Local Government Act* (LGA), to ensure *City Plan* policy accommodates 20 years of housing in accordance with the *2024 Interim Housing Needs Report*. The review is also to ensure *City Plan* policy aligns with the “*Transit-Oriented Areas Designation Bylaw 2024 No. 7382*” (which was also required by the LGA). Staff are also proposing minor housekeeping amendments to maps and text in *City Plan* to respond to new information received by Staff from several departments. In addition, a policy related to the distribution of supportive housing is proposed.

*City Plan – Nanaimo Relmaged* (“*City Plan Bylaw 2022 No. 6600*”) was adopted in July 2022, and provides goals and policies to achieve a green, connected, healthy, empowered, and prosperous city. However, *City Plan* was not meant to be a static document, Section E6 ‘Implementation’ of the Plan states:

*“City Plan is also adaptable, understanding that change is inevitable, and there may be a need to amend the Plan to respond to new conditions, circumstances, issues or opportunities. The intent of City Plan is to be visionary – but also be supportive of innovation and new ideas that accelerate progress towards our goals and create a livable and successful community.”*

In 2025, a minor review of *City Plan* is underway as outlined in this report, and a comprehensive review of *City Plan* is scheduled for 2030. The comprehensive review in 2030 will be an

opportunity to consider the results of the *Monitoring Strategy* and determine if adjustments to policy are required to accelerate progress toward *City Plan* goals.

## **DISCUSSION**

The 2025 review of *City Plan* is to respond to LGA requirements to ensure there is policy in place for 20 years of housing need, and to ensure *City Plan* aligns with the “*Transit-Oriented Areas Designation Bylaw 2024 No. 7382*”. As part of this review Staff are also proposing housekeeping amendments, and a policy in response to a recent Council motion regarding distribution of supportive housing.

### **City Plan Housing Policy and Capacity Review**

As required by Section 473.1 of the LGA, *City Plan* was reviewed to ensure it contains policy guidance to support the seven categories of housing need, and to accommodate 20 years of anticipated housing need. The seven categories are: i) affordable housing; ii) family housing; iii) seniors housing; iv) rental housing; v) shelters; vi) special needs housing; and vii) housing in proximity to transportation infrastructure that supports walking, bicycling, and public transit. A consultant was retained to support the review, and they found that *City Plan* already has sufficient policy to address the LGA requirements. The table in Attachment A provides a summary of the seven categories of housing need, and the number of existing policies in *City Plan* related to each housing category. The consultant also concluded that the *Integrated Action Plan* also has actions related to all seven housing categories.

The *2024 Interim Housing Needs Report* states that 23,776 housing units are needed in Nanaimo by 2041. An analysis was completed which reviewed the total remaining housing capacity that can be accommodated in the Urban Centre, Neighbourhood Centre, Mixed Use Corridor, Residential Corridor, and Neighbourhood land use designations in *City Plan* (see Attachment B). The analysis demonstrates that the future land use designations in *City Plan* still have the potential to accommodate approximately 147,000 housing units, which addresses much more than 20 years of housing need. Note that this potential is based on supported density policy, and does not reflect site constraints or site feasibility.

A full analysis has been completed and Staff have concluded that no new policies are required to be added to *City Plan* to address LGA requirements related to anticipated housing need. In 2025 and 2026, Staff will continue to work towards implementing the housing related actions and projects in the *Integrated Action Plan*, (i.e. creation of a new Zoning Bylaw, tenant protections, and Woodgrove Area Plan). A full review of the *Integrated Action Plan* is scheduled for 2026-2027, at which time Staff and Council can recommend new housing related actions and projects to implement the housing policy in *City Plan* to address housing need.

### **Zoning Bylaw Housing Capacity Review**

Also, as part of the new provincial housing legislation, the LGA (Section 481.7) requires that the Zoning Bylaw accommodate 20 years of housing need as estimated in the recent *2024 Interim Housing Needs Report*. A review of the housing capacity allowable within the City’s current Zoning Bylaw was completed and it was determined that the small scale multi-unit housing (SSMUH) *Zoning Bylaw Amendment Bylaw 2024 No. 4500.223* adopted in June 2024 resulted in a net housing unit capacity of 63,976 units. Thus, it has been determined that the allowable capacity



for housing units in the City's current Zoning Bylaw far exceeds the required 20 year housing need estimate of 23,776 housing units. It is worth noting that the review only assessed the change in zoned housing capacity for SSMUH, but there are additional housing development opportunities in other residential zones (i.e. corridor, downtown and commercial centre zones). Staff are working towards an update of the Zoning Bylaw, however for 2025 the current Zoning Bylaw meets the LGA basic requirements related to anticipated housing need.

### **Distribution of Supportive Housing**

At the 2025-MAY-05 meeting Council passed the following motion:

*"That Council direct Staff to include draft policy as part of the upcoming City Plan review to encourage the distribution of new supportive housing projects through the community."*

The map in Attachment C shows that currently supportive housing is largely concentrated in the centre and south end of Nanaimo. While City Staff have encouraged provincial staff to locate supportive housing in the north end of Nanaimo, to date eligible sites in the north end have not been realized.

The 2024 *Interim Housing Needs Report* states that in the next 10 years the City will need 1,217 supportive housing units and 3,355 non-market rental units. It will be important that these housing forms are distributed throughout the City to meet the needs of residents in all of Nanaimo's neighbourhoods. The 2024 *Point in Time Count* (PIT) interviewed unhoused residents of Nanaimo, and it was found that most individuals surveyed had long-term ties to Nanaimo and communities on Vancouver Island. "Rather than arriving from elsewhere in search of services, the majority appear to be experiencing homelessness in the community where they already live or have roots." The 2024 PIT data demonstrates that homelessness in Nanaimo is local, and the provision of many forms of subsidized non-market housing is needed throughout all of Nanaimo's neighbourhoods.

To encourage a more equitable distribution of supportive housing throughout the City, Staff recommend the following policy be added to *City Plan* - Section C3.2 "Affordable Housing":

*"The City encourages supportive housing to be evenly distributed throughout the City."*

This policy in *City Plan* will act as a reminder to all who are involved in supportive housing development that there is a need for this housing form in all neighbourhoods of the City.

### **Transit Oriented Areas (TOAs) Policy Review**

As required by the Province, Council adopted the "*Transit-Oriented Areas Designation Bylaw 2024 No. 7382*" in June 2024, which established an area with a 400 metre radius around the Woodgrove, Country Club, and Vancouver Island University (VIU) bus exchanges as TOAs. The objective of TOAs is to allow increased residential floor area and building height around the bus exchanges to contribute to the goals of transit oriented development. Note that at the time of consideration of the "*Transit-Oriented Areas Designation Bylaw 2024 No. 7382*" Staff held stakeholder meetings to provide information about the provincial requirements for the Woodgrove, Country Club and VIU TOAs.

City Plan also designates the Woodgrove, Country Club, and VIU areas as Secondary Urban Centres, a land use designation that supports the highest concentration of residential density to create complete communities in these areas. However, the specified land area of the three TOAs is somewhat larger than the three Secondary Urban Centres. There are a few parcels in the specified TOA that are not in the Secondary Urban Centre (see Attachment D). To avoid conflicting density and building height policy guidance for these parcels Staff is recommending that the following policy be added to the applicable *City Plan* land use designations to better align with the *LGA* requirements for TOAs:

*“For lands designated as Transit-Oriented Areas by the Province, the allowable density (floor area ratio) and height (storeys) are as prescribed in the Local Government Act (and associated regulations). This is notwithstanding site servicing and other City Plan policies must be addressed.”*

Adding this proposed policy to the applicable *City Plan* land use designations (i.e. Urban Centre, Residential Corridor, Neighbourhood, Suburban Neighbourhood) will provide clarity regarding the residential density and height that is supported for those parcels that are subject to the “*Transit-Oriented Areas Designation Bylaw 2024 No. 7382*” but are not within the Secondary Urban Centre land use designation. City Plan policies not related to height and density continue to apply to land use designations. This approach respects the intentional planning work that established the *City Plan* future land use designations, while also acknowledging the required Provincial approach to allow specific TOA densities and heights within a 200 metre and 400 metre radius circles around bus exchanges.

### **Proposed City Plan Housekeeping Amendments**

The proposed housekeeping amendments and the rationale for each are outlined in Attachment E. The key proposed housekeeping amendments are:

- Updating Figures 7 and 8 showing greenhouse gas emissions;
- Removing reference to the *Downtown Urban Design Plan and Guidelines* and *Old City Multi-Family Design Guidelines* because these have been integrated into the new *Form and Character Design Guidelines*;
- Clarifying policy guidance related to parcels in the King Road and Calder Road area;
- Adding policy regarding Amenity Cost Charges to reflect this new financial tool for municipalities;
- Improve and update information in City Plan map figures and schedules (see Attachment E).

If Council gives direction to proceed, the proposed text and map amendments will be presented with the City Plan amending bylaw for Council consideration.

### **Next Steps**

The proposed minor amendments to City Plan are:

- No new housing policy is proposed as *City Plan* already accommodates *LGA* requirements related to anticipated housing need and the seven categories of housing.

- One new policy is proposed regarding distribution of supportive housing in response to community concern.
- One new policy is proposed to clarify density and height allowances in the Woodgrove, Country Club and VIU TOAs.
- The text and map housekeeping amendments proposed in Attachment D are minor in nature to improve the accuracy and clarity of *City Plan*.

Initially, Staff anticipated that there may be a need for public consultation in relation to the 2025 review of *City Plan*. However, as outlined in this report the proposed amendments are minor, thus it is Staff's recommendation that a public hearing is sufficient public consultation. If Council proceeds with first and second reading of an amending bylaw, a public hearing would be required prior to final adoption.

When amending an Official Community Plan (*City Plan*), the City must also consider consultation with authorities that may be affected (LGA Section 475). Thus, Staff recommend consultation with the Ministry of Transportation and Transit, Snuneymuxw First Nation, and with adjacent local governments (Regional District of Nanaimo and District of Lantzville) regarding proposed amendments to "*City Plan Bylaw 2022 No. 6600*".

It is recommended that the Governance and Priorities Committee direct Staff to proceed with preparing a bylaw to amend "*City Plan Bylaw 2022 No. 6600*" as outlined in this report, and present the bylaw to Council for consideration.

## **OPTIONS**

1. That the Governance and Priorities Committee recommend that Council direct Staff to proceed with:
  1. Preparing a bylaw to amend "*City Plan Bylaw 2022 No. 6600*" as outlined in the Staff Report dated 2025-JUL-14; and,
  2. Consultation with the Ministry of Transportation and Transit, Snuneymuxw First Nation, District of Lantzville and Regional District of Nanaimo in accordance with Section 475 of the *Local Government*.
    - The advantages of this option: The 2025 City Plan review, to address LGA requirements regarding housing need, is an opportunity to add a transit oriented area policy, a supportive housing distribution policy, and to incorporate necessary housekeeping amendments to improve the accuracy of City Plan.
    - The disadvantages of this option:
    - Financial Implications: Provincial Capacity Funds were used for consulting services to assist with the *City Plan* and Zoning Bylaw housing policy review.
2. That Council provide alternate direction to Staff.

### **SUMMARY POINTS**

- The *2024 Interim Housing Needs Report* states that 23,776 housing units are needed in Nanaimo by 2041. A thorough review revealed that the policy and regulations in *City Plan* and the Zoning Bylaw accommodates this anticipated housing need.
- Also, the review revealed that *City Plan* and the *Integrated Action Plan* have policy and actions in place to address the seven categories of housing need (as required by the Province), and Staff will continue to implement these policies and actions.
- A new *City Plan* policy is proposed regarding the distribution of supportive housing in response to community concern, and a new policy is proposed to clarify density and height allowances in the Woodgrove, Country Club and VIU TOAs.
- Minor text and map housekeeping amendments are also proposed to improve the accuracy and clarity of *City Plan*.
- It is recommended to direct Staff to proceed with preparation of a *City Plan* amending bylaw for Council consideration, and to proceed with consultation with authorities that may be affected.

### **ATTACHMENTS**

ATTACHMENT A: Existing City Plan Policies for the Seven Categories of Housing Need  
ATTACHMENT B: Housing Capacity Available in City Plan Future Land Use Designations  
ATTACHMENT C: Map of Supportive Housing Sites in Nanaimo  
ATTACHMENT D: Links to Transit Oriented Area Maps  
ATTACHMENT E: Summary of Proposed City Plan Housekeeping Amendments |

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Laura Mercer  
General Manager, Corporate Services |

## ATTACHMENT A

### Existing City Plan Policy for Seven Categories of Housing Need

	Housing Category	Description of Housing Category	Total existing policies in City Plan that address the housing category
1.	<i>Affordable housing</i>	Subsidized housing that is below market rate.	15 existing policies (i.e. C3.2.4, C3.2.9)
2.	<i>Housing for families</i>	Generally characterized as housing with specific features, such as additional bedrooms, extra storage, outdoor space, or ground-level orientation.	2 existing policies (i.e. C3.2.19, C3.2.22)
3.	<i>Housing for seniors:</i>	Housing designed for older adults, typically featuring enhanced accessibility and possibly offering some support services.	10 existing policies (i.e. C3.2.21, C3.3.11)
4.	<i>Rental housing</i>	Housing where the resident pays rent to a property owner.	9 existing policies (i.e. C3.2.1, C3.2.6)
5.	<i>Shelters for individuals experiencing homelessness and housing for individuals at risk of homelessness:</i>	Temporary on-demand housing to support people experiencing or at-risk of homelessness. This category includes emergency shelters and transitional housing.	4 existing policies (i.e. C3.2.20, C3.2.29)
6.	<i>Special needs housing</i>	Accessible housing, group homes, and permanent housing subsidized to be more affordable than market-rate housing, with on-site support services. This broad category generally refers to housing with specialized features or ongoing support, and supportive housing.	20 existing policies (i.e. C3.2.5, C3.2.11)
7.	<i>Housing in close proximity to transportation infrastructure that supports walking, bicycling, public transit, and alternative forms of transportation</i>	This category refers not to a specific housing type, but to the proximity of housing to transportation options. Policies related to this "class of housing" focus on land use strategies rather than promoting a particular housing type or serving a specific demographic.	18 existing policies (i.e. D4.3.5, D5.2)

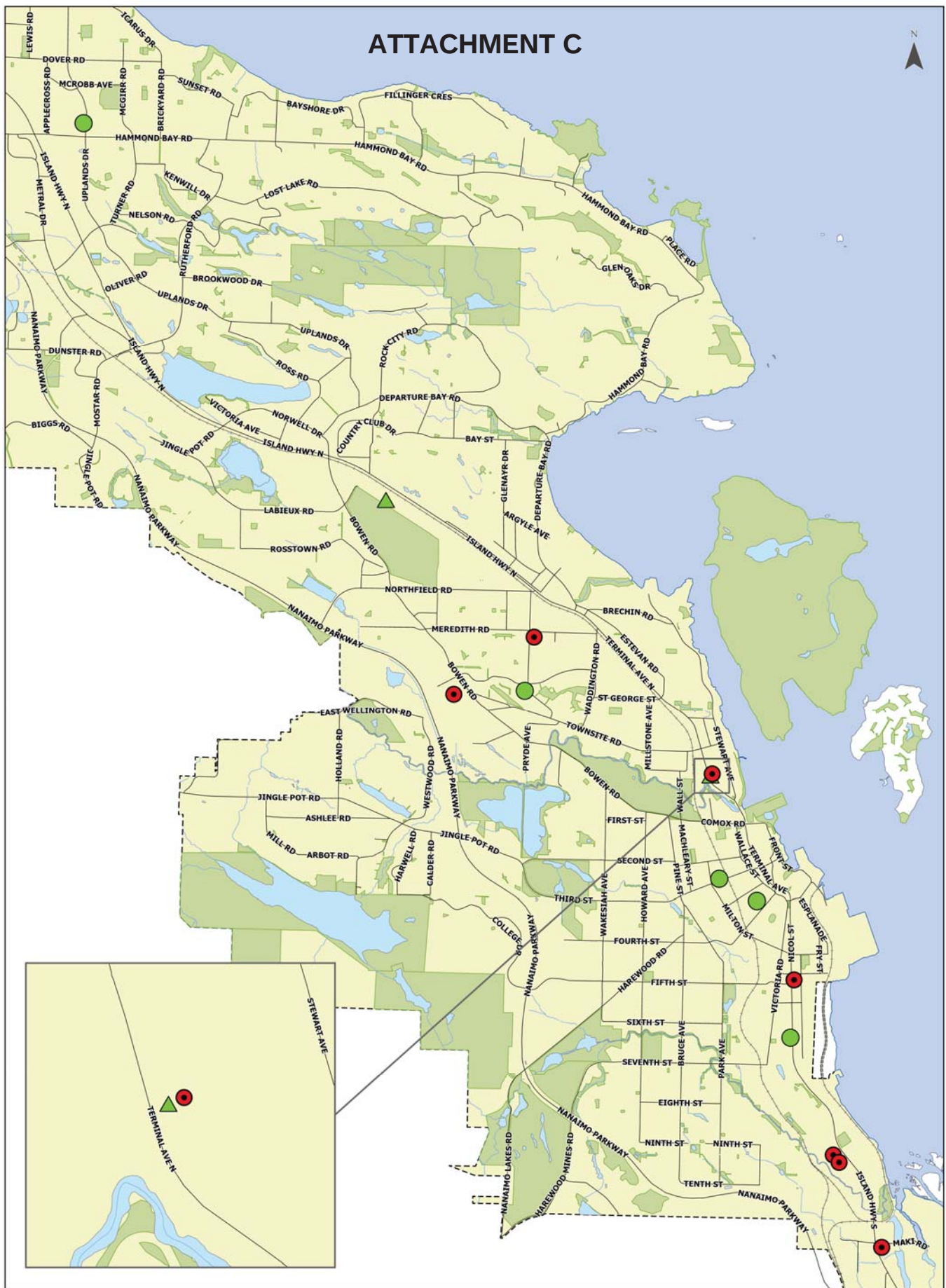
## ATTACHMENT B

### Housing Potential Available in Nanaimo's Official Community Plan (OCP) "City Plan"

<b>City Plan Future Land Use Designation</b> <i>that allows increased housing density</i>	<b>Density (2022)</b> <i>housing density that exists in each land use designation</i>	<b>City Plan Target Housing Density</b>	<b>Housing Potential</b> <i>total remaining housing opportunity in each land use designation</i>
Primary Urban Centre - Downtown	~38 units/ha	250 units/ha	~10,000 units
Six Secondary Urban Centres (Woodgrove, Country Club, VIU, Hospital, North Town, South Gate)	density ranges from ~5 to ~36 units/ha	200 units/ha	~54,000 units
Neighbourhood Centre	~7 units/ha	60 units/ha	~2,000 units
Mixed-Use Corridor	~8 units/ha	100 units/ha	~11,000 units
Residential Corridor	~31 units/ha	100 units/ha	~11,000 units
Neighbourhood	~18 units/ha	60 units/ha	~17,000 units
Suburban Neighbourhood	~10 units/ha	25 units/ha	~42,000 units
<b>Total</b>			~147,000 units



# ATTACHMENT C



**City of Nanaimo**  
Basic Need Services

- Legend**
- Future Supportive Housing (7)
  - Supportive Housing, Supportive Housing (5)
  - ▲ Supportive Housing, Temporary Supportive Housing (2)

Published: May 1, 2025

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Meters

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**CITY OF NANAIMO**  
THE NANAIMO CITY

**GIS**

gis.support@nanaimo.ca

## DISCLAIMER

This map is intended for general information only. The City of Nanaimo makes no representation or warranty regarding the accuracy or completeness of the information presented and assumes no responsibility for any damage, loss or injury resulting from the use of this product.

## ATTACHMENT D

### Links to Transit Oriented Area Maps

The map showing the parcels that are in the **Woodgrove Transit Oriented Area**, and not in the Woodgrove Secondary Urban Centre is available at this [link](#).

The map showing the parcels that are in the **Country Club Transit Oriented Area**, and not in the Country Club Transit Oriented Area is available at this [link](#).

The map showing the parcels that are in the **VIU Transit Oriented Area**, and not in the VIU Secondary Urban Centre is available at this [link](#).



## ATTACHMENT E

### Summary of Proposed Housekeeping Amendments to *City Plan: Nanaimo Relimagined*

CITY PLAN SECTION	EXISTING POLICY/FIGURE	PROPOSED AMENDMENT	AMENDMENT RATIONALE
<b>PART C   POLICIES</b>			
<b>C1.1 Greenhouse Gas Emissions Reduction</b>	<b>Figure 7:</b> Sources of Emissions in Nanaimo <b>Figure 8:</b> 2020 Modelling of Nanaimo GHG Emissions Reduction	Update Figure 7 and 8 with 2025 <i>Community Energy Emissions Inventory (CEEI)</i> data.	The province provides an annual <i>CEEI</i> , and it is proposed to update Figures 7 and 8 with the current <i>CEEI</i> data.
<b>PART D   CITY STRUCTURE</b>			
<b>D3 Blue &amp; Green Network</b>	<b>Figure 18:</b> Blue & Green Network	Update the 'Park & Open Space' layer for the map in Figure 18.	Since City Plan adoption, errors and updates have been identified to the 'Park & Open Space' layer.
<b>D4 Future Land Use Designations</b>	<b>Figure 20:</b> Future Land Use Designations	<ul style="list-style-type: none"> <li>It is proposed to update the Future Land Use Designation for several city owned parks to reflect new acquisitions and errors in boundaries (i.e Oliver Woods).</li> <li>It is proposed to amend the Future Land Use Designation for 2060 Stonecroft Rd to Suburban Neighbourhood, as this parcel is privately owned and is incorrectly designating Park &amp; Open Space.</li> <li>It is proposed to amend the Future Land Use Designation for the southwest portion of 1150 Nanaimo Lakes Road to Resource Management. The proposal includes split designating the southwest portion of the site to Resource Management in alignment with the AR1 zoning boundary. That portion of the site is currently used for Nanaimo Animal Control.</li> <li>It is proposed to amend the Future Land Use Designation for 450 Gardason Way to Suburban Neighbourhood. This property is privately owned as is incorrectly designated Park &amp; Open Space.</li> </ul>	
<b>D4.3 Centres</b>	<b>D4.3.24</b> Use the <i>Nanaimo Downtown Plan</i> and <i>Port Drive Waterfront Master Plan</i> as the Area Plans for the Downtown Urban Centre, providing detailed policy guidance for this area. These documents form part of <i>City Plan</i> . <i>City Plan</i> also supports implementation of the <i>Downtown Urban Design Plan and Guidelines</i> .	<b>D4.3.24</b> Use the <i>Nanaimo Downtown Plan</i> and <i>Port Drive Waterfront Master Plan</i> as the Area Plans for the Downtown Urban Centre, providing detailed policy guidance for this area. These documents form part of <i>City Plan</i> .	It is proposed to remove the last sentence from the policy because the ' <i>Downtown Urban Design Plan and Guidelines</i> ' have been incorporated into the new ' <i>Form and Character Design Guidelines</i> ' (2025). Consolidating the design guideline documents eliminates inconsistencies and streamlines the development review process.

<b>D4.5 Neighbourhoods</b>	<b>D4.5.29</b> Support development and redevelopment of lands with residential infill. Infill design is to take into consideration the surrounding context including architecture, scale, character, densities, and lot and lane configuration. Refer to the <i>Old City Multi-Family Design Guidelines</i> .	D4.5.29 Support development and redevelopment of lands with residential infill. Infill design is to take into consideration the surrounding context including architecture, scale, character, densities, and lot and lane configuration.	It is proposed to remove the last sentence from the policy because the ' <i>Old City Multi-Family Design Guidelines</i> ' have been incorporated into the new ' <i>Form and Character Design Guidelines</i> ' (2025). Consolidating the design guideline documents eliminates inconsistencies and streamlines the development review process.
	<b>D4.5.38</b> The <i>Old City Neighbourhood Concept Plan</i> will serve as a guiding document in the review of development applications.	Delete policy D4.5.38	It is proposed to delete this policy because the Neighbourhood Plans are reference documents and are listed in City Plan Section E1.2 and shown in Figure 44. Also, the design guidelines from this document have been incorporated into new ' <i>Form and Character Design Guidelines</i> ' (2025).
	<b>D4.5.44</b> Do not support rezoning of Semi-Rural Neighbourhoods for higher density residential development. Zoning existing at the time of <i>City Plan</i> 's adoption may allow some higher densities.	D4.5.44 Do not support rezoning of Semi-Rural Neighbourhoods for higher density residential development.	It is proposed to delete the sentence " <i>Zoning existing at the time of City Plan's adoption may allow some higher densities</i> " because this is a legal fact that is applicable to all the future land use designations, and is unnecessary and confusing in the Semi-Rural Neighbourhood designation.
	<b>D4.5.46</b> Lands in the King / Calder Hill area are designated a Special Study Area as indicated on <i>Schedule 2: Future Land Use Designations</i> . Prior to rezoning or subdivision of lands in these areas, a comprehensive road networking study is required.	Delete policy D4.5.46	It is proposed to delete this policy because the lands in the King Road and Calder Road area are designated Semi-Rural Neighbourhood, and this land designation does not support a density greater than two units per hectare. Also, the <i>Development Approval Information Bylaw 2022 No. 7346</i> gives the authority to request a road network study as part of a City Plan amendment and/or rezoning application.
<b>D4.6 Industrial</b>	<b>D4.6.25</b> Require a substantial buffer of either natural or human made features or uses that provide adequate transition (e.g., in building form, landscaping, and site lighting) to residential uses between Light Industrial and residential designations.	Amend the policy as follows and move to the general policy section of industrial lands. <b>D4.6.25</b> Require a substantial buffer of either natural or human made features or uses that provide adequate transition (e.g., in building form, landscaping, and site lighting)	It is proposed to amend and move this policy as there are lands designated Industrial (not just Light Industrial) that are adjacent to lands designated for residential use.

		to residential uses between Industrial and residential designations.	
<b>D5.5 Active Mobility &amp; Primary Transit Network</b>	<b>Figure 36:</b> Active Mobility & Primary Transit Network	Update the route information on the map in Figure 36.	It is proposed to update and correct several of the Active Mobility and Primary Transit routes to better align with actual or potentially achievable routes.
<b>D5.6 Road Network</b>	<b>Figure 37</b> – Road Network	Update the road classifications assigned to some roads on the map in Figure 37.	It is proposed to update the road classifications assigned to some roads on the map in Figure 37 in response to new information, to correct errors, and to better reflect future land use.
<b>D6 Parks, Recreation, Culture &amp; Wellness</b>	<b>Figure 40</b> – Existing Recreation Facilities & Culture Facilities	Update the ‘Park & Open Space’ parcels identified on the map in Figure 40.	Since City Plan adoption, errors and updates have been identified to the ‘Park & Open Space’ parcels identified on the map.
	<b>Figure 42</b> – Parks, Recreation, Culture & Wellness	Update the trails identified on the map in Figure 42.	It is proposed to update the trails identified to eliminate redundancies that are already included in Schedule 3 – Active Mobility & Primary Transit Network map.
<b>PART E – TAKING ACTION</b>			
<b>E1 Area &amp; Neighbourhood Planning</b>	<b>Table 4</b> – Overview of Plan Types	Update the references to the “Special Studies” plan type in Table 4.	Change the term “Special Studies” to “Special Servicing Area” to correlate to the map in Schedule 2, and update the text in Table 4 accordingly.
	<b>Figure 43</b> – Nanaimo Area Plans	Update the boundaries for Sandstone Master Plan and the Nanaimo Downtown Plan.	It is proposed to update the boundaries for two area plan boundaries to address mapping errors.
	<b>Figure 44</b> – Planning / Census Tract Areas and Existing Neighbourhoods Plan Areas	Update the map in Figure 44 to fix errors.	Fix errors to the boundaries of the Chase River Neighbourhood Plan area, and eliminate an old Oceanview plan area line.
<b>E4.1 Development Cost Charges</b>	n/a	It is proposed to add policy regarding Amenity Cost Charges to reflect the recent changes to the Local Government Act introducing this new financial tool that allows municipalities to recover the costs of amenities that provide social, cultural, heritage, recreational, or environmental benefits to a community.	

## Summary of Proposed Amendments to the Map Schedules in *City Plan: Nanaimo Reimagined*

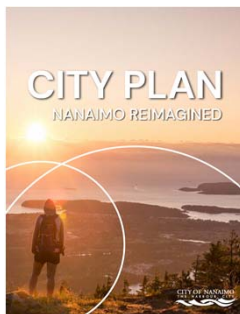
MAP SCHEDULE	PROPOSED AMENDMENTS*
<b>Schedule 2:</b> Future Land Use Designations	<ul style="list-style-type: none"> <li>It is proposed to remove the special study area designation for the King Road and Calder Road area, as these lands are designated Semi-Rural Neighbourhood, and are not intended to support more than two units per hectare. Also, the <i>Development Approval Information Bylaw 2022 No. 7346</i> gives the authority to request a road network study as part of a City Plan amendment and/or rezoning application.</li> <li>It is proposed to update the Future Land Use Designation for several city owned parks to reflect new acquisitions and errors in boundaries.</li> <li>It is proposed to amend the Future Land Use Designation for 2060 Stonecroft Rd to Suburban Neighbourhood, as this parcel is privately owned and is incorrectly designating Park &amp; Open Space.</li> <li>It is proposed to amend the Future Land Use Designation for the southwest portion of 1150 Nanaimo Lakes Road to Resource Management. The proposal includes split designating the southwest portion of the site to Resource Management in alignment with the AR1 zoning boundary. That portion of the site is currently used for Nanaimo Animal Control.</li> <li>It is proposed to amend the Future Land Use Designation for 450 Gardason Way to Suburban Neighbourhood. This property is privately owned as is incorrectly designated Park &amp; Open Space.</li> </ul>
<b>Schedule 3:</b> Active Mobility & Primary Transit Network	It is proposed to update and correct several of the Active Mobility and Primary Transit routes on the map to better align with actual or potentially achievable routes.
<b>Schedule 4:</b> Road Network	It is proposed to update the road classifications assigned to some roads on the map in response to new information, to correct errors, and to ensure that standards applied through development better reflect future land uses.
<b>Schedule 5:</b> Parks, Recreation, Culture & Wellness	It is proposed to update the trails layer to eliminate redundancies that are already included in Schedule 3 – Active Mobility & Primary Transit Network map.
<b>Schedule 6:</b> DPA 1: Environmentally Sensitive Areas	Update the classification of several environmentally sensitive areas, and add new environmentally sensitive areas based on information received since 2022.
<b>Schedule 8:</b> DPA 3: Sea Level Rise	Remove the Sea Level Rise information on Snuneymuxw First Nation lands as these lands are outside of City of Nanaimo's jurisdiction.
<b>Schedule 9:</b> DPA 4: Abandoned Mine Working Hazards	Remove the Abandoned Mine Working Hazards information on Snuneymuxw First Nation lands and beyond the City's boundary, as these areas are outside of City of Nanaimo's jurisdiction.
<b>Schedule 13:</b> DPA 8: Form & Character & HCA1 Heritage Conversation Area	Update the map to provide more clarity about the lands that are subject to Development Permit Area 8: Form and Character.

*\*If Council gives direction to proceed, the updated map schedules will be introduced with the City Plan amending bylaw.*

# City Plan Review 2025

*Governance and Priorities Committee  
2025-JUL-14*

## City Plan Review 2025




- Housing Policy Review
- Transit Oriented Areas (TOAs)
- Housekeeping Items

*"City Plan is also adaptable, understanding that change is inevitable, and there may be a need to amend the Plan to respond to new conditions, circumstances, issues or opportunities."*

## Housing Policy Review



There were 85 policies and 65 actions related to the 7 classes of housing identified!

Housing Class	OCP Policies	IAP Actions
 Affordable Housing	15	15
 Family Housing	2	2
 Seniors' Housing	10	9
 Housing Proximity to Alternative Transportation	18	5
 Rental Housing	9	4
 Shelters and Housing for Homelessness	4	10
 Special Needs Housing	20	17
 Housing Related	2	3

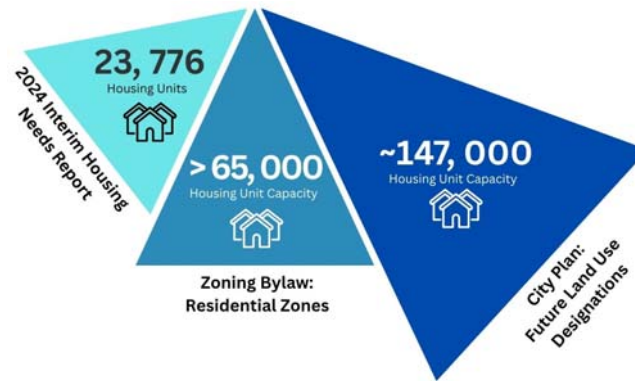


The City meets LGA requirements, with policy to address the 7 categories of housing.

## Housing Policy Review

City Plan Future Land Use Designation that allows increased housing density	Density (2022) housing density that exists in each land use designation	City Plan Target Housing Density	Housing Potential total remaining housing opportunity in each land use designation
Primary Urban Centre - Downtown	~38 units/ha	250 units/ha	~10,000 units
Six Secondary Urban Centres (Woodgrove, Country Club, VIU, Hospital, North Town, South Gate)	density ranges from ~5 to ~36 units/ha	200 units/ha	~54,000 units
Neighbourhood Centre	~7 units/ha	60 units/ha	~2,000 units
Mixed-Use Corridor	~8 units/ha	100 units/ha	~11,000 units
Residential Corridor	~31 units/ha	100 units/ha	~11,000 units
Neighbourhood	~18 units/ha	60 units/ha	~17,000 units
Suburban Neighbourhood	~10 units/ha	25 units/ha	~42,000 units
<b>Total</b>			~147,000 units

## Housing Policy Review



The City meets Local Government Act requirements by accommodating the 20 year anticipated housing need.

## Distribution of Supportive Housing

Proposed new policy to be added to Section C3.2 of City Plan:

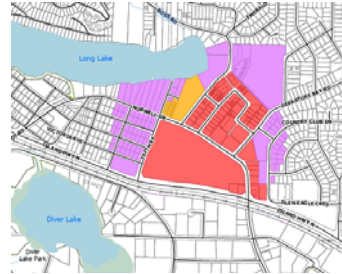
*"The City encourages supportive housing to be evenly distributed throughout the City."*



## Transit-Oriented Areas

Proposed new policy to be added to Section D4 of City Plan:

*“For lands designated as Transit-Oriented Areas by the Province, the allowable density (floor area ratio) and height (storeys) are as prescribed in the Local Government Act (and associated regulations). This is notwithstanding site servicing and other City Plan policies must be addressed.”*



## Key Housekeeping Amendments

- Update Figures 7 and 8 showing greenhouse gas emissions.
- Update the parks and open space layer for all maps in City Plan.
- Correct the Future Land Use Designation for several “parks and open spaces”.
- Remove reference to the *Downtown Urban Design Plan and Guidelines* and *Old City Multi-Family Design Guidelines* because these have been integrated into the new *Form and Character Design Guidelines*.
- Clarify policy guidance related to parcels in the King Road and Calder Road area.
- Update maps showing active mobility routes, the transit network, and roads.
- Update the classification of several environmentally sensitive areas on the map in Schedule 6.
- Clarifying reference to the ‘special servicing area’ in the text and on the Schedule 2 map.
- Add policy related to Amenity Cost Charges as a new financial tool.



# City Plan Review 2025

## *Next Steps*

**Summer 2025** – Complete referrals (i.e. MOTT, RDN, SFN)

**Fall 2025** – Council considers 1<sup>st</sup> & 2<sup>nd</sup> reading of City Plan amending bylaw

**Fall 2025** – Public hearing and final referrals

**Winter 2025** – Consideration of adoption of City Plan amending bylaw

DATE OF MEETING JULY 14, 2025

AUTHORED BY SADIE ROBINSON, TRANSPORTATION PLANNING SPECIALIST,  
TRANSPORTATION

SUBJECT **PARKING REVIEW AND BYLAW UPDATE – MID PROJECT UPDATE**

## **OVERVIEW**

### **Purpose of Report:**

The purpose of the report is to update the Committee and the public on the Parking Review and Bylaw Update, highlight key directions, and seek input on the direction of the review.

## **BACKGROUND**

At its December 9, 2024 meeting, the Committee received a presentation and report introducing the topic of city-wide parking, along with a comprehensive review of the current state of parking regulation in Nanaimo. The Parking Conditions Report by Urban Systems forms Attachment A.

Nanaimo is one of the fastest growing communities in Canada, placing increasing pressure on the City's mobility systems. To address this, City Plan and Transportation Master Plan prioritize a shift toward sustainable, inclusive transportation options—such as walking, rolling, biking, and public transit.

Vehicle parking regulations play a pivotal role in supporting this transition. The Parking Review and Bylaw Update aims to modernize parking regulations to align with community values, support sustainable travel, and implement key directions from City Plan. Updating parking rules will help the City manage growth, support housing affordability, and create a transportation network that works for everyone.

Project outcomes are anticipated to include comprehensive updates to:

- The Off-Street Parking Regulations Bylaw 2018 No. 7266
- The Traffic and Highways Regulation Bylaw 1993 No. 5000
- The Crossing Control Bylaw 1996 No. 5174
- City-wide curbside management strategies—how street space is shared for uses like parking, loading, food trucks, emergency access, micromobility, patios, and public space—to ensure safety, fairness, and access for all users.

The review is being delivered in four phases:

### **Project Phases**

- **Phase 1: Background Review (July – November 2024)**  
Delivered a *Parking Conditions Report* (Attachment A) summarizing existing conditions, key challenges, and best practices.

- **Phase 2: Community Engagement & Options Analysis (February – April 2025)**  
Conducted extensive public and stakeholder engagement, the findings of which will help inform draft recommendations.
- **Phase 3: Draft Recommendations Development (May – July 2025) (*currently underway*)**  
Will synthesize technical findings and community input to draft proposed updates to parking regulations and curbside strategies.
- **Phase 4: Implementation (August – Fall 2025)**  
Will finalize and bring forward detailed recommended bylaw amendments, policy updates, and implementation tools.

Engagement is complete and this report and presentation shares key findings and draft recommendations for Council's information and to prompt discussion. Council's input at this stage, along with engagement feedback, best practice, technical review, and alignment with City Plan, will help inform the direction of the final recommendations.

## **DISCUSSION**

### **Engagement Summary – Phase 2**

Phase 2 of the parking review project focused on gathering public and focus group input through:

- A Citywide public survey (362 responses, March 1–28, 2025)
- Targeted outreach:
  - Advisory Committee on Accessibility and Inclusiveness (March 12, 2025)
  - Property development community (April 1, 2025)
  - Taxi and passenger transport operators (April 16, 2025)

This engagement is detailed in the *Engagement + Options Assessment* report (Attachment B) and directly informs the development of Phase 3 recommendations.

### **Key Themes: What We Heard**

Community and stakeholder feedback highlighted the following priorities:

- **Lower Car Ownership in Urban Centres** – Many residents in downtown and nearby areas own fewer vehicles per household, likely due to more multi-family housing, services, and better access to transit and walking.
- **Accessibility Concerns** – Over two-thirds of respondents with physical limitations said there aren't enough accessible parking spaces.
- **Curbside Space Priorities** – People want more space at the curb for walking, biking, transit, and short-term parking.
- **Housing Affordability & Parking Requirements** – Developers noted the high cost of providing off-street parking and its impact on housing affordability, advocating for increased reliance on public (on-street) parking where feasible.

- **Market Demand vs. Parking Regulations** – Developers noted they would often prefer to provide less parking, but market expectations and lender requirements largely dictate what is feasible—regardless of actual demand.
- **Barriers to Reducing Vehicle Use** – Many respondents said they would drive less if walking routes and public transit were better. However, 47% indicated they were unlikely to shift away from driving under current conditions.

## Key Directions

Informed by public input, technical analysis, and City Plan objectives, the following Guiding Principles will shape policy development:

- **Policy Alignment** – Ensure parking regulations support City Plan goals around sustainable land use and transportation.
- **Future-Oriented** – Plan for the City we want to become, not just current travel behaviour.
- **Complete Mobility** – Support a multimodal transportation system that accommodates walking, biking, transit, and driving, with a focus on safety and accessibility.

From Section 4.0 of Attachment B, the following priority directions are being explored:

- Adjust off-street parking requirements in urban centres to support higher density and diverse transportation options.
- Encourage transit-oriented development near Bus Rapid Transit (BRT) and Bus Frequent Transit (BFT) lines with reduced parking minimums and enhanced Transportation Demand Management requirements.
- Recognize suburban auto-dependence while identifying gradual opportunities for reduced parking.
- Expand requirements for the provision of bike parking and end-of-trip facilities in both residential and employment areas.
- Modernize accessible parking, visitor parking, electric vehicle (EV) charging, and off-street loading requirements to align with equity, sustainability goals, and emerging trends.
- Regulate curbside management in dense areas to manage short-term parking, loading, and multimodal use.

## Preliminary Recommendations

Initial recommendations, outlined in Sections 4 and 5 of Attachment B, are grouped under seven core themes:

1. Vehicle Parking Supply
2. Transportation Demand Management (TDM)
3. Bicycle Parking
4. Accessible Parking
5. Cash-in-Lieu of Parking
6. Off-Street Loading
7. Curbside Management

These recommendations aim to modernize Nanaimo's parking system in line with current policy goals and future urban needs.

### **Next Steps**

As Phase 3 of the parking review project progresses, the following actions will be taken:

- Refine preliminary recommendations using technical analysis and feedback
- Develop proposed bylaw amendments and updated regulatory frameworks
- Present recommendations to City Council and the Governance & Priorities Committee
- Prepare an implementation strategy prioritizing key actions and allocate resources
- Finalize the review in Fall 2025

### **CONCLUSION**

The Parking Review and Bylaw Update is progressing with a clear path toward a modern, equitable, and sustainable parking system. Informed by community input and aligned with City Plan, this work supports Nanaimo's vision of a Green, Connected, Healthy, Empowered, and Prosperous City. The next phase will build on this foundation by turning strategic directions into practical updates to parking regulations and curbside management—helping to manage growth, support housing affordability, and create a transportation network that works for everyone. |

### **SUMMARY POINTS**

- The Parking Review and Bylaw Update project supports City Plan by encouraging more sustainable travel and reducing dependence on personal vehicles
- Public engagement highlighted concerns around accessibility, the high cost of providing parking, and strong support for walking, biking, and transit infrastructure
- Draft recommendations focus on reducing parking requirements where appropriate, and in support of the City's land use objectives, improving curbside use, and expanding active and transit-friendly travel options

### **ATTACHMENTS**

ATTACHMENT A: Nanaimo Parking Review and Bylaw Update – Parking Conditions Report dated November 29, 2024, prepared by Urban Systems

ATTACHMENT B: Nanaimo Parking Review and Bylaw Update – Engagement + Options  
Assessment dated June 2025, prepared by Urban Systems  
ATTACHMENT C: Urban System Presentation – Nanaimo Parking Review + Bylaw Update

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NANAIMO PARKING REVIEW + BYLAW UPDATE

# Parking Conditions Report

City of Nanaimo | November 29, 2024

**URBAN**  
SYSTEMS

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# CONTENTS

<b>1.0 Overview .....</b>	<b>1</b>
1.1 Project Process.....	2
1.2 Why is Parking Management Important? .....	3
<b>2.0 Shaping Influences .....</b>	<b>4</b>
2.1 Geographic & Land Use Context.....	4
2.2 Mobility Context.....	4
2.3 Policy & Regulatory Context .....	6
<b>3.0 Current State Of Parking Management .....</b>	<b>12</b>
3.1 Off-Street Parking.....	13
3.2 Accessibility.....	28
3.3 Bicycle Parking.....	32
3.4 Transportation Demand Management.....	40
3.5 E-Mobility .....	44
3.6 Off-Street Loading + Delivery.....	46
3.7 Curbside Management.....	50
3.8 Public Parking Facilities .....	70
<b>4.0 Closing.....</b>	<b>75</b>
4.1 Summary of Potential Directions.....	75
4.2 Next Steps.....	77

## 1.0 OVERVIEW

The City of Nanaimo is reviewing how it supplies, manages, and regulates parking. As Nanaimo faces dynamic transportation and land use changes, demand for curbside space and mode shift behaviours among residents and commuters are driving the need to ensure that the City's approach to parking management is appropriate for ongoing and emerging challenges and opportunities. Parking has a broad and profound impact on the community in terms of development feasibility, building form, travel behaviour, personal well-being and environmental sustainability.

Through the Parking Review + Bylaw Update process, the City is seeking to review its off-street parking regulations and public on-street parking management to better align with established policy directions around built form, multi-modal transportation, and parking management, as well as to proactively address parking challenges and limitations. Refreshed parking strategies, policies, regulations and management approaches will better reflect the City's goals and values, resulting in a formalized approach that provides more certainty and a greater level of confidence to staff, residents, land developers, and Council. The overall goal is to identify updates to the City's parking regulatory structure, including the *Off-Street Parking Regulations Bylaw*, *Traffic and Highway Regulation Bylaw*, and *Crossing Control Bylaw* to reflect changes to municipal policies and provincial legislative changes.

### Relationship to Other City Initiatives

Recognizing the impact of various parking regulation options is critical in considering off-street parking regulations and curbside management. This project will also help to directly address goals and objectives outlined in City Plan: Nanaimo Reimagined (City Plan) and Integrated Action Plan, and the Complete Streets Design Guide, including:

- Managing the City's supply of on and off-street parking to support surrounding commercial and residential areas, manage the impact of external parking demand in neighbourhoods;
- Managing and prioritizing curb space according to its value and adjacent land uses;
- Increasing access and support for electric vehicles and e-mobility;
- Encouraging a diverse range of sustainable transportation options, such as active transportation, shared mobility and public transit;
- Removing and preventing barriers to people with disabilities through the availability and accessibility of mobility options; and
- Encourage the development of affordable and accessible housing.

## 1.1 PROJECT PROCESS

The Parking Review + Bylaw Update project has been structured with four (4) distinct phases, as follows:

### Phase 1, Background Review and Issue Identification

This phase involved developing a deep understanding of the City's current policies and regulations related to parking management. Data collection, staff interviews, comparative reviews and best practice research were undertaken to gain insight into the state of parking in Nanaimo and to compare Nanaimo's approach to parking with comparable communities. Specific data received and analyzed in this phase included off-street parking demand data, and public parking conditions through the City's curbside inventory. A key deliverable of this phase is the Parking Conditions Report (this report), which recommends key changes to the City's *Off-Street Parking Regulations Bylaw* and curbside management strategies at a high level based on current conditions and best practices.

### Phase 2, Engagement and Options Assessment

This phase involves working sessions with the City, information sharing through a project webpage, stakeholder conversations, and committee presentations. These conversations will seek to test potential directions for changes to off-street parking and curbside management in Nanaimo. Findings from this phase will influence the development of recommendations for subsequent regulatory changes and other supporting actions.

### Phase 3, Recommendations Development

The specific recommendations for off-street parking and curbside management developed through this project will be presented in Phase 3. Responding to the understanding of current conditions and feedback received from the public and stakeholders, recommendations will be focused on identifying specific updates to relevant bylaws to align with desired directions and changes in the City's approach to off-street parking and curbside management.

### Phase 4, Implementation

Given the many possible directions of the Parking Review + Bylaw Update project, the direction of implementation will rely on the findings of the technical and engagement tasks described in the first three phases. Possible updates could include undertaking the changes to bylaws identified in Phase 3, expanding on implementation needs (e.g., strategy prioritization, resources) for curbside management, or other actions that will support the City in pursuing the recommendations of this project.

## 1.2 WHY IS PARKING MANAGEMENT IMPORTANT?

Parking management is the integrated system of policies, regulations, enforcement, monitoring, and evaluation that address on and off-street parking, and a variety of other curb uses, whether in new development or public rights-of-way.

Through City Plan and other related initiatives, the City of Nanaimo has identified a series of objectives that overlap with how parking is managed, including growth management, affordability, mobility, accessibility, and environmental sustainability, discussed below.

The Parking Review + Bylaw Update process will help ensure that the City's regulations are aligned with these objectives, reflecting policy directions and desired outcomes.

### **Land Use + Urban Form**

Land use and urban form are influenced by the quantity and configuration of parking. Greater parking supply and surface parking lots reduce opportunities to increase density, establish pedestrian connections, and create great public spaces.

### **Environmental Sustainability**

On-road transportation is a key contributor to our overall community greenhouse gas (GHG) emissions. Managing parking to support a shift to active travel and transit helps reduce GHG emissions and support environmental sustainability objectives.

### **Affordability**

Housing affordability can be impacted by parking supply, where costs associated with parking are generally passed on in the form of a higher rent or purchase price. Managing parking supply coupled with improvements to active transportation and public transit can help make our community more affordable.

### **Mobility + Road Safety**

Convenient, readily accessible parking supports more people driving more often. More vehicles on the road leads to increased congestion and concerns over road safety. Through strategic parking management, shifts in mobility can be encouraged as more people engage in active transportation and use public transit.

### **Health + Well-Being**

Active transportation (including walking to/from transit) presents the opportunity to engage in physical activity and social interaction. An inexpensive and plentiful supply of parking encourages people to drive more and facilitates a sedentary lifestyle without the social benefits of active transportation.

### **Economy**

It is crucial that local businesses can efficiently reach their customers and suppliers through appropriate parking and loading management, both on- and off-street. Effective parking regulations and practices can support vibrant and diverse economies by creating appropriately managed access for the many economic functions of urban spaces.

## 2.0 SHAPING INFLUENCES

### 2.1 GEOGRAPHIC & LAND USE CONTEXT

As the second largest population centre on Vancouver Island, Nanaimo has experienced steady growth over the past 25 years. City Plan indicates that the City's population grew by more than 10% between 2016 and 2010, higher than the B.C. average of 7.6%. Projections predict that Nanaimo's population will grow to more than 141,000 by 2046, requiring an additional 15,000 to 21,000 housing units and almost 20,000 more jobs.

To support these growth and population projections, the City of Nanaimo is in a strong position to encourage land use change, infrastructure development, and other strategic initiatives to best achieve policy goals. While Nanaimo has a relatively low population density compared to peer municipalities on Vancouver Island due to its historically linear growth and district expansion, there is a significant opportunity for the City to fill its vast remaining residential land areas with higher-density development and infill projects. Projections indicate that there is enough land available to support higher-density residential growth; however, continuing a low-density trajectory may result in land scarcity.

Nanaimo's unique geography places it near key industrial lands and infrastructure such as the port and airport. City Plan projects that more than 650 hectares of industrial lands will be needed to accommodate anticipated growth. Moreover, more commercial land is currently available than needed for projected commercial activities over the next 25 years. The focus on commercial land development should be on infilling existing commercial areas to create self-sustaining areas, rather than building additional commercial lands.<sup>1</sup>

### 2.2 MOBILITY CONTEXT

#### 2.2.1 MODE SHARE

Nanaimo has historically been and continues to be an auto-dependent community. Low-density growth trends have resulted in a transportation system reliant on single-occupancy vehicles, and where active transportation has proven difficult and inaccessible for many to access daily needs.






Data from the 2021 Census indicates that approximately 88% of Nanaimo residents use a personal vehicle as their main mode of commuting. City Plan, of which transportation statistics were adapted from the 2014 Transportation Master Plan (TMP), identifies a city-wide mode share target of doubling its sustainable mode share in 2041. This represents a 12% increase in walking, rolling, cycling and transit trips. As a result, Nanaimo's personal

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<sup>1</sup> City Plan: Nanaimo Reimagined – Background. (2022). Accessed from: <https://www.nanaimo.ca/docs/city-plan-documents/city-plan/city-plan---backgrounder---2022.06.23.pdf>

vehicle mode share must decrease to 76% by 2041 compared to the current 88%. To achieve these ambitious active transportation targets, Nanaimo's transportation system and road network must support alternatives to single-occupancy vehicles. Key to supporting active transportation and transit use is on and off-street parking management, supported by policies such as transportation demand management, cash-in-lieu and shared parking. **Table 1** summarizes the mode shift changes required to meet City Plan targets in 2041.

**TABLE 1. CITY OF NANAIMO CURRENT AND TARGETED MODE SHARE, 2021 CENSUS + TMP**

	Mode	Mode Share (2021)	Mode Share Target (2041)	Targeted Mode Shift (2021-2041)
	Personal Vehicle	88%	76%	12% ↓
	Transit	3%	8%	5% ↑
	Walking	5%	12%	7% ↑
	Cycling	1%	4%	3% ↑
	Other Mode	3%	-	-

## 2.2.2 VEHICLE OWNERSHIP

ICBC data indicates that Nanaimo has seen a more than 8% increase in the total personal vehicle population between 2019 and 2023. Nanaimo's total vehicle population in 2023 consisted of 67,274 total vehicles.

Key Stats – Nanaimo		Personal Vehicles per Household in Peer Communities (2023)	
1.46	personal vehicles per household	1.02	Victoria
2.3%	of registered vehicles are electric	1.29	Kelowna
+300%	electric vehicles in Nanaimo since 2019	1.32	Kamloops

## 2.3 POLICY & REGULATORY CONTEXT

### 2.3.1 PLANS & POLICIES

In 2014, the City finalized its Transportation Master Plan (TMP) which provided the foundation to expand travel choices in Nanaimo over 25 years and to support sustainable growth. The TMP features pedestrians, bicycles and transit as priority travel modes alongside a series of recommendations. The TMP addresses parking as an area seeking to align with core plan concepts, which includes the following strategic direction: “To manage the City’s supply of on and off-street parking to support surrounding commercial and residential areas, manage the impacts of external parking demand on neighbourhoods, and encourage the use of sustainable transportation alternatives.” Some key recommendations related to parking include considering reduced parking requirements and cash in-lieu of parking, encouraging structured or underground parking in areas of high density, prioritizing parking for sustainable vehicle types, using parking pricing as a management tool, encouraging walking, cycling, rideshare and transit, exploring restrictions on local streets to balance needs of facility users and residents, and providing sufficient enforcement.

City Plan: Nanaimo Reimagined (City Plan), adopted in 2022, sets out a framework for achieving Nanaimo’s vision through Five City Goals: A Green Nanaimo, A Connected Nanaimo, A Healthy Nanaimo, An Empowered Nanaimo and A Prosperous Nanaimo. As the City’s Official Community Plan, it also integrates a comprehensive sustainability framework within its outcomes. The desired direction for parking management, regulation and design in Nanaimo are provided in several sections of the plan. Policies related to transportation, accessibility, and urban design detail how the City intends to generally manage mobility and parking, most notably throughout the Connected Nanaimo: equitable access and mobility goal. Some specific parking policies in City Plan are as follows:

- **C2.1.7** – Manage parking city-wide with a focus on right sizing parking to continue fulfilling key needs including access, loading, and pick-up for businesses; accessible parking for people with mobility or family needs; and EV parking, while recognizing that an overabundance of cheap and convenient parking tends to increase vehicle use and reliance.
- **C2.2.14** – Provide convenient and secure bicycle parking in Urban Centres, along Corridors, and at key destinations, including parks.
- **C2.2.8** – Implement Transportation Demand Management programs to shift trips to non-automobile modes, reduce automobile trips and travel distances, and reduce parking demand.

Nanaimo’s Integrated Action Plan outlines key actions to achieve goals set out in City Plan and implement policy directions as regulations.



## CITY PLAN + PARKING MANAGEMENT

City Plan is Nanaimo's foundational document for future growth and land use. The plan introduces several updated land use designations, shown in **Figure 1** that are integral in shifting the City's approach to parking and curbside management by focusing regulatory change in specific areas of Nanaimo.

Nanaimo's current and future land use is already integrated into the City's approach to parking management through parking supply rate differentiation based on location for various development types through the city. Policy guidance from City Plan can be used to update this geographic approach to align with the plan's vision for Nanaimo.

Through City Plan, Nanaimo has established a land use priority for where improvements to transportation and mobility will be focused, shown to the right. This hierarchy suggests that Urban Centres, Corridors, and Neighbourhoods should have mobility-rich environments that support sustainable mobility. Off-street parking and curbside management should therefore support these objectives.

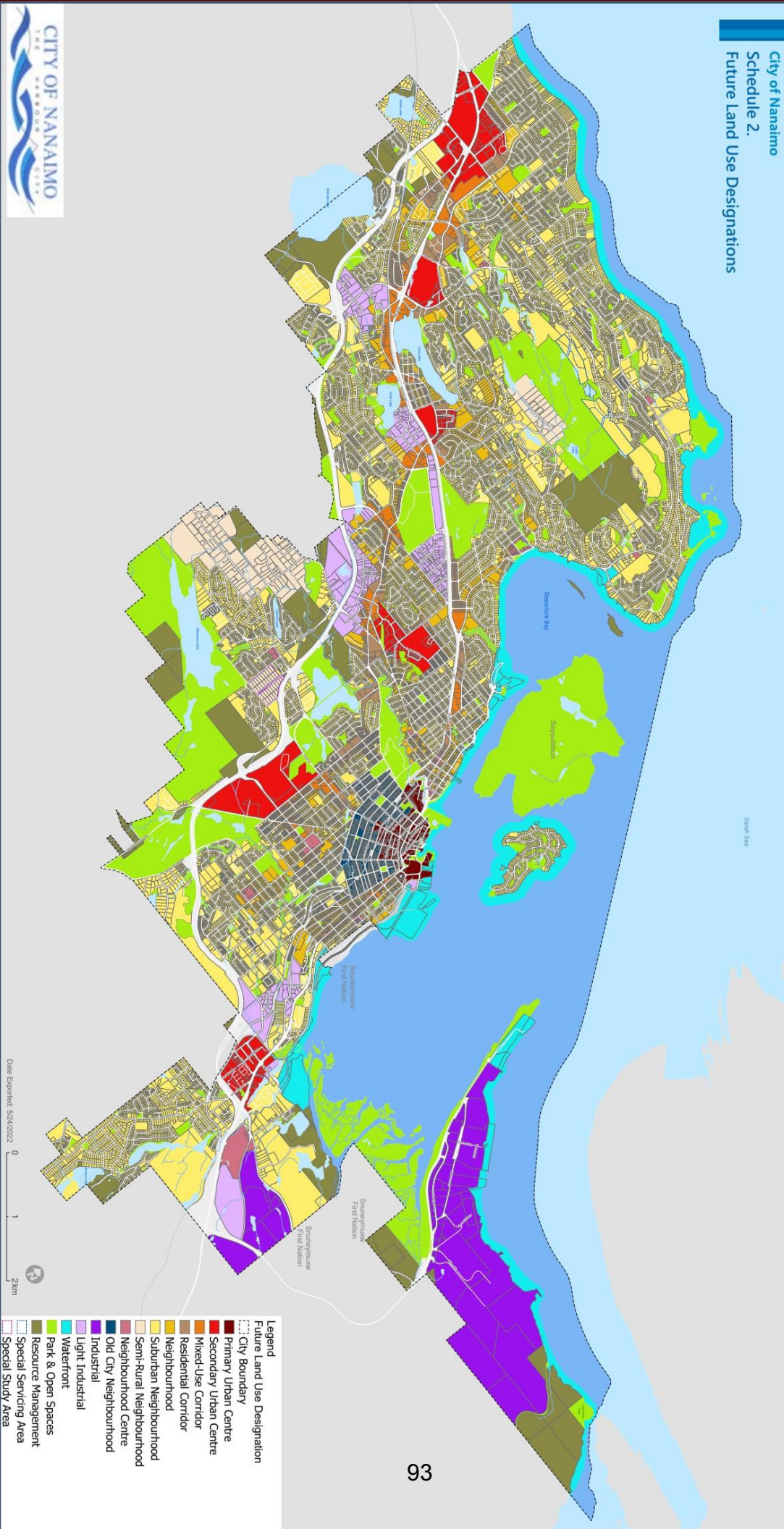
Specific directions for parking management are provided within the following land use designations:

### Land Use Priority



<b>Urban Centres</b> <ul style="list-style-type: none"> <li>• Primary</li> <li>• Secondary</li> </ul>	<ul style="list-style-type: none"> <li>• Discourage new large areas of surface parking, preference for less or underground parking.</li> <li>• Reduced or shared parking in Institutional uses.</li> <li>• Support removal of off-street parking minimums for all uses in the Downtown Urban Centre.</li> </ul>
<b>Corridors</b> <ul style="list-style-type: none"> <li>• Mixed-Use</li> <li>• Residential</li> </ul>	<ul style="list-style-type: none"> <li>• Discourage new large areas of surface parking, preference for less or underground parking.</li> </ul>
<b>Industrial Lands</b> <ul style="list-style-type: none"> <li>• Light Industrial</li> </ul>	<ul style="list-style-type: none"> <li>• Discourage new large areas of surface parking, preference for less or underground parking.</li> </ul>

Figure 1 LAND USE DESIGNATIONS, CITY PLAN



An important policy for the purposes of parking management in Nanaimo is the *Policy for Consideration of a Parking Variance*. This policy outlines the items a developer must consider in a variance request for a development. If a variance request is confirmed through development rationale and specific location criteria being met, a parking study and/or car-share requirements may be required. The variance policy provides clarity to the development community on what the City will and will not accept as rationale for a parking variance, and provides the City with a clear approach to evaluating variances.

Other important plans, policies, and guidelines that may apply to this review include:

- Nanaimo Downtown Plan (2002)
- City of Nanaimo Community Sustainability Action Plan (2012)
- Strategic Plan (2019)
- Regional District of Nanaimo Regional Growth Strategy (2024)
- City of Nanaimo Complete Streets Design Guide (2020)
- City of Nanaimo Manual of Engineering Standards and Specifications (2022)

### 2.3.2 BYLAWS

Nanaimo's regulatory framework that supports multi-modal transportation is primarily found within three bylaws: the *Off-Street Parking Regulations Bylaw* 2018; *Traffic and Highway Regulation Bylaw* 1993; and *Crossing Control Bylaw* 1996. These bylaws must be updated to align with the City's broader policy directions expressed in the *City Plan*, *TMP*, and recent updates to provincial legislation. Each relevant bylaw is summarized below.

#### **Off-Street Parking Regulations Bylaw 2018**

The *Off-Street Parking Regulations Bylaw* regulates the provision, design and layout of off-street parking and loading in new developments within the City. The Bylaw was developed in 2018 to update Nanaimo's approach to off-street parking and separate its off-street parking regulations from the Zoning Bylaw. The bylaw is structured to require minimum off-street parking and loading supply for various land uses in the City. Since the 2018 update, the Bylaw has been further revised to introduce minimum requirements for electric vehicle parking supply as well as amendments to parking requirements in residential areas around Transit-Oriented Areas (Section 2.3.3).

#### **Traffic and Highways Regulation Bylaw 1993**

The *Traffic and Highways Regulation Bylaw* addresses traffic regulations throughout Nanaimo. Specific to parking, the bylaw identifies permitted curb uses and how the City can enforce these uses, through paid parking, time limitations, commercial loading restrictions, accessible use and other applications. Off-street parking in public facilities is also addressed. In 2022, Staff recommended that the Bylaw be maintained and enforced as needed until a City-Wide Parking Management Strategy was formalized. Various parking management approaches recommended later in this report are regulated through the *Traffic and Highways Regulation Bylaw*, some of which include management approaches for electric kick scooters, parking meters, off-street parking rates, and loading zones.

### Crossing Control Bylaw 1996

The *Crossing Control Bylaw* regulates driveway access to and from municipal highways for adjacent parcels of lands and defines the crossing permitting process for applicants. As land use and mobility priorities change in Nanaimo, the provision of a Crossing Control Bylaw could influence the viability of certain types of development of transportation infrastructure and must be aligned with other policy and regulatory priorities.

Other bylaws that are relevant to the Parking Review + Bylaw Update include:

- Bylaw Notice Enforcement Bylaw
- Transit-Oriented Areas Designation Bylaw

## 2.3.3 PROVINCIAL LEGISLATION

On November 30, 2023, Bills 44 and 47 were ratified by the Government of British Columbia. These two pieces of legislation are recognized as critical steps by the Province to support increased housing production by allowing for higher density and relaxed parking minimums. Bill 16's ratification in 2024 supports the latter policies by allowing local governments to define and require transportation demand management (TDM) measures in new developments, which further supports off-street parking relaxation.

### Bill 44

Bill 44 requires all local governments to update zoning bylaws to allow for increased density on lots currently zoned for single-family homes or duplexes by allowing for more small-scale multi-unit housing (SSMUH) types. It also requires governments in municipalities of over 5,000 people to allow for three to four units on lots zoned for single-family use, and six units on larger lots (more than 280 m<sup>2</sup>) close to frequent transit stops.

The Province has mandated that the City eliminate minimum parking requirements for any small-scale residential lots over 280 m<sup>2</sup> that fall within 400 m of a frequent transit stop ("prescribed" bus stop). It is also recommended that a maximum of 0.5 spaces per dwelling unit be permitted for lots within 800 m of a prescribed bus stop and a maximum of one space per dwelling unit elsewhere, while acknowledging that other factors may warrant higher ratios. It should be noted that that transit service in Nanaimo does not currently meet the provincial definition of frequent transit service. However, as service improves to meet these standards, further changes to the *Zoning Bylaw* and *Off-Street Parking Regulations Bylaw* may be required to address these elements of Bill 44.

### Bill 47

Bill 47 supports the creation of denser communities and transportation/land use integration by requiring municipalities to designate land within 800 metres of rapid transit stations and 400 metres of bus exchanges as "Transit Oriented Development Areas (TOAs)" by June 2024. Newly designated TOAs will prescribe greater density and height based on



proximity to the rapid transit station (through a tier system). Concerning Bill 44, parcels within TOA designations are exempt from SSMUH requirements.

Within TOAs, local governments must eliminate parking minimums from future residential developments. Instead, developers are expected to provide parking supply based on market demand, reducing construction costs and encouraging the use of surrounding transit. Nanaimo has adopted a *Transit-Oriented Areas Designation Bylaw* to comply with Bill 47. The Bylaw identifies three bus exchanges designated as TOAs: Woodgrove, Country Club and Vancouver Island University. Additionally, Nanaimo has amended the *Off-Street Parking Regulations Bylaw* to bring it in compliance with Bill 47's regulation that the City is prohibited from setting off-street parking minimums within residential uses in TOAs. **When off-street vehicle parking supply is reduced or eliminated in TOAs, this will create pressure on the curb to provide parking that is otherwise not available off-street.**

### Bill 16

Bill 16 supports local governments in building more affordable and livable communities, while supporting tenants facing eviction for redevelopment. The legislation gives authority to require affordable and special needs housing units in new developments, including in TOAs. Alongside inclusionary zoning, it also establishes a framework for density bonusing which includes requirements for consultation and financial feasibility analysis. With this new legislation, local governments can also require TDM measures and active transportation infrastructure in new developments such as protected bike lanes, charging stations, end-of-trip facilities, and cash-in-lieu of TDM.

### Implementing Legislative Changes

Bills 16, 44, and 47 each individually contribute to Nanaimo's off-street parking context and impact the City's approach going forward. Key outcomes of provincial legislation include:

- **Bill 44:** Eliminating minimum parking requirements for small-scale residential lots over 280 m<sup>2</sup> that fall within 400 m of a frequent transit stop when service meets provincially-prescribed levels. A maximum of 0.5 parking spaces per dwelling unit is recommended for lots within 800 m of a bus stop with frequent transit service.
- **Bill 47:** Removing requirements for off-street parking spaces for residential uses in prescribed Transit-Oriented Areas (Woodgrove, Country Club, and Vancouver Island University), which will impact on street parking demand in surrounding areas.
- **Bill 16:** The City has expanded authority to regulate TDM measures in development, which will further support reducing off-street parking minimums and encourage active transportation use. It will also dictate what additional curbside space is needed to accommodate car-share vehicles, bike parking, and transit vehicles.

The City has already completed the necessary short-term changes identified in Bills 44 and 47 through the *Transit-Oriented Areas Designation Bylaw*, which eliminate minimum parking supply requirements for residential uses in TOAs, and other regulatory responses to legislation. These changes are described in more detail in **Section 3.0**.

## 3.0 CURRENT STATE OF PARKING MANAGEMENT

This section introduces the background and context around several important components of Nanaimo's off-street parking and curbside management system. Each of the sub-sections reflect one of the many focus areas for the Parking Review + Bylaw Update, including the following:



3.1 – Off-Street Parking



3.5 – E-Mobility



3.2 – Accessibility



3.6 – Off-Street Loading  
+ Delivery



3.3 – Bicycle Parking



3.7 – Curbside  
Management



3.4 – Transportation  
Demand  
Management



3.8 – Public Parking  
Facilities

For the topics above, relevant policies, regulations, and legislation are introduced along with the current conditions in each of these areas relative to regulatory and management approaches, supply and design requirements, and existing infrastructure. This is followed by discussion of emerging best practices and potential approaches to parking management for the City that are potential directions for the Parking Review + Bylaw Update. These potential directions are summarized in **Section 4.0**.

Note that the example communities outlined in this section are not always aligned with Nanaimo's geographic, land use, and mobility context given that many of these best practices highlighted are not necessarily applied in widespread contexts in Canada. Where possible, peer communities that are similar to Nanaimo are used to contextualize best practices and regulatory changes.

### 3.1 OFF-STREET PARKING

The approach to off-street parking regulation has significant impact on the location, form, type and nature of development that occurs. This has considerable influence over the City meeting it's housing and other land use objectives, while also affecting travel choices made by existing and future residents. The following section highlights many of the key components of the City's current approach to off-street parking regulation.

#### POLICY + REGULATORY STRUCTURE

Nanaimo's off-street parking regulations are contained within the *Off-Street Parking Regulations Bylaw*. They largely focus on off-street vehicle parking, loading supply and design requirements. It is a key piece of policy that supports the City's approach to parking management.

City Plan contains preferred directions for off-street vehicle parking management, some of which include:

- **C2.1.7** – Manage parking city-wide with a focus on right sizing parking to continue fulfilling key needs including access, loading, and pick-up for businesses; accessible parking for people with mobility or family needs; and EV parking, while recognizing that an overabundance of cheap and convenient parking tends to increase vehicle use and reliance.
- **C4.8.14** – Facilitate, support, and encourage offsite parking / shuttle opportunities, as well as transit, for large events and festivals in public spaces.
- **D4.3.32** – Support removal of off-street parking minimums for all uses in the Downtown Urban Centre.
  - Consider reduced parking requirements and cash-in-lieu options within Downtown and mobility hubs. Use parking variances and cash-in-lieu funds to develop shared parking facilities or reduce parking demand.
  - Encourage development of structured or underground parking within mobility hubs and other areas of higher density.

As highlighted in **Section 2.3.3**, the ratification of Bills 44 and 47 have impacted the City's approach to off-street parking. The City has already eliminated off-street parking supply requirements for residential uses in prescribed Transit Oriented Areas. Further change may be needed to eliminate minimum parking requirements for some SSMUH-eligible residential lots that fall within 400 m of a frequent transit stop, when prescribed service levels are achieved.



## CURRENT CONDITIONS

### Off-Street Parking Supply

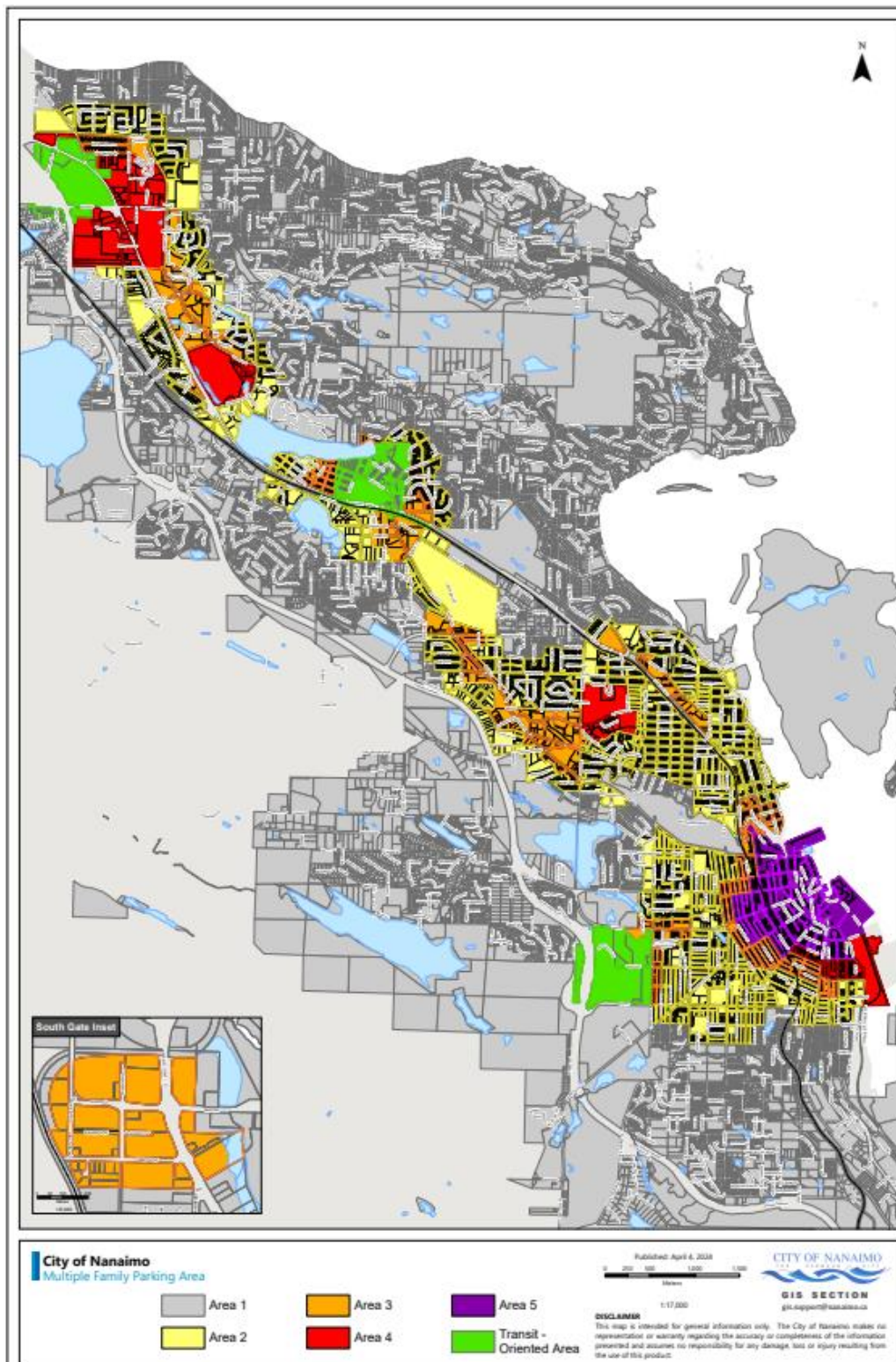
#### Residential Development

Off-street parking supply requirements in the bylaw are structured by minimums per land use, with specific rate requirements for multiple-family dwellings and separate rates for all other land uses. Parking rates for multiple-family dwelling units vary based on the number of bedrooms and location of the property within various geographic zones, as shown in **Figure 2** with the zones displayed in **Figure 3**. Note that these minimum parking supply rates do not apply to designated Transit Oriented Areas.

**FIGURE 2. MINIMUM VEHICLE PARKING SUPPLY REQUIREMENTS FOR MULTIPLE-FAMILY DWELLINGS, OFF-STREET PARKING REGULATIONS BYLAW**

# of Bedrooms	Parking Requirement (m)				
	Area 1	Area 2	Area 3	Area 4	Area 5
3+	2.00	1.84	1.68	1.52	1.20
2	1.80	1.62	1.44	1.26	0.90
1	1.45	1.26	1.07	0.88	0.50
Studio/ Micro	1.20	1.05	0.90	0.75	0.45

**FIGURE 3. MULTIPLE-FAMILY DWELLING GEOGRAPHIC AREAS (SCHEDULE A), OFF-STREET PARKING REGULATIONS BYLAW**



### Student Housing Parking Supply Rates

Required parking supply rates for student housing varies based on areas defined around Vancouver Island University, as defined in Schedule B of the *Off-Street Parking Regulations Bylaw*. Like with other residential uses in the designated TOA, no off-street parking is required for student housing, while Area 1 requires 0.2 spaces per bed, and Area 2 requires 0.4 spaces per bed. Lands outside of these areas requires 0.65 spaces per bed. The City may consider adjusting vehicle parking supply rates for student housing to align with the total number of bedrooms, rather than beds, to ensure a consistent approach with multiple-family residential dwellings.

### Transit-Oriented Areas

Minimum vehicle parking supply requirements for multiple-family residential developments have been removed from the *Off-Street Parking Regulations Bylaw* in all designated transit-oriented areas in Nanaimo, as per Bill 47. These changes were included as part of regulatory updates brought forward through *Transit-Oriented Areas Designation Bylaw*. The three provincially designated TOAs in Nanaimo are Woodgrove, Country Club, and VIU, shown in green in **Figure 3** above.

### Vehicle Parking Supply – Non-Residential Development

For other land uses, minimum parking supply rates are also applied across commercial, industrial, and institutional uses.

One potential challenge in applying these regulations are the inconsistent or non-standard units of measurement used to require off-street parking spaces. For example, vehicle parking supply for a boarding kennel/animal shelter is based on the number of dog enclosures. For commercial uses, some parking restrictions are designated by gross floor area while others are by net floor area. These inconsistencies could lead to challenges of interpretation and application, given that some of these elements in a development, such as seats or enclosures, could change significantly, thereby impacting vehicle parking supply requirements.

Like with residential vehicle parking supply requirements, some geographic considerations are also important for non-residential uses in the *Off-Street Parking Regulations Bylaw*. The Downtown Specified Area (DSA) applies to all non-residential uses within Downtown Nanaimo. In this area, off-street parking is not required for the first 100 parking spaces that would otherwise be required in the bylaw for buildings or structures located within the area shown on **Figure 4**. Given the potential for the City's approach to off-street parking within the Downtown, Urban Centres, and TOAs to influence future off-street parking policy and bylaw recommendations, integrating the DSA will be an important consideration. This could include revising the boundary of the DSA to align with the Downtown Primary Urban Centre, or eliminating this language to integrate the area with other geographic changes aligned with the directions contained in City Plan.



**FIGURE 4. DOWNTOWN-SPECIFIED AREA (SCHEDULE C), OFF-STREET PARKING REGULATIONS BYLAW**



**DOWNTOWN-SPECIFIED AREA MAP**

## Shared Parking

The City has a shared parking regulation in place that allows for reduced overall parking supply where two or more uses that experience peak parking demand at different times are contained on the same site. Not all uses are eligible for shared parking, only those shown in **Figure 5**. The factors shown in the same figure indicate the minimum percentage of off-street vehicle parking spaces that can be shared between the two uses, compared to their individual parking supply requirements.

Shared parking regulations are a best practice and something that allows parking provision to better match parking need (i.e., “right sized parking”). Most other communities do not have a shared parking regulation like the City’s and where regulations are in place, they are generally not as detailed.

Consideration may be given to excluding Theatre uses from the shared parking regulation, particularly as parking demand can often overlap with uses such as Restaurant and Retail. A more detailed investigation of the reduction factors (%) achieved through shared parking may also be pursued, with consideration given to using time-of-day factors available in the *ITE Parking Generation Handbook*.

**FIGURE 5. PERMITTED SHARED PARKING REDUCTIONS, OFF-STREET PARKING REGULATIONS BYLAW**

			Theatre	Hotel
		Religious institution	85%	90%
	Multiple-Family Dwelling	90%	90%	90%
Office	80%	65%	75%	90%
Retail store	90%	85%	85%	85%
Commercial school	85%	85%	80%	90%
Retail trade and service centre	90%	85%	85%	85%
Restaurant / pub	90%	85%	90%	90%

## Cash-in-lieu of Parking

Cash-in-lieu (CIL) is another parking tool that is available at an applicant’s discretion as an alternative to building parking. The cash-in-lieu option in the *Off-Street Parking Regulations Bylaw* is only applicable in some areas of Nanaimo, shown in Schedule D of the Bylaw. It requires an applicant to pay \$10,000 per vehicle space not provided, with funds collected and placed in a Reserve Fund. The City’s Off-Street Parking Reserve Fund has been specified for transportation infrastructure that supports walking, bicycling, public

transit or alternative forms of transportation. Contributions are provided from cash-in-lieu payments from developers.

No more than 10% of required parking spaces in a development can be substituted for cash-in-lieu, nor is cash-in-lieu applicable in TOAs per the recent bylaw update. Compared to other BC communities, Nanaimo's CIL rate is quite low. The City may consider reviewing CIL rates to ensure that the value captured is appropriate based on current construction costs and updating the geographic applicability, where necessary.

CIL uptake since the adoption of the *Off-Street Parking Regulations Bylaw* is low, with only two developments using this tool to provide fewer vehicle parking spaces. Funds collected totalled \$69,000. The lack of uptake of cash-in-lieu could suggest that this option is not needed to adhere to off-street vehicle parking supply requirements or that regulatory characteristics such as the rate or geographic application are not incentivizing CIL use.

### **Off-Street Parking Design**

Vehicle parking design regulations found in the *Off-Street Parking Regulations Bylaw* are typical among off-street parking regulations in British Columbia. This includes provisions for parking space and access dimensions, parking location, permitted surfacing materials, lighting, wheel stop placement, grading, and landscaping and screening.

Minimum parking dimensions within the City of Nanaimo are similar to those in peer communities, though higher than the City of Victoria's parking space length of 5.1 m, however there is no small car space option in Victoria. Parking space dimensions for standard vs small car spaces in Nanaimo are distinct:

- Typical parking space dimensions for a standard vehicle are 2.75 m in width by 5.80 m in length.
- Small car parking dimensions are typical, at 2.50 m in width by 4.60 m in length.
  - A maximum of 40% of off-street vehicle parking spaces may be reduced in size to accommodate small cars.

Additional design requirements for off-street parking spaces in the bylaw include location, curb stops, drainage, grading, lighting, driveways and signage. The City may consider reducing its standard parking space dimensions to 5.5 m, if warranted, to support more efficient parking area design.

## Parking Variances

Approved off-street parking-related variances since the adoption of the *Off-Street Parking Regulations Bylaw* in 2018 were analyzed to understand trends in requested variances, the magnitude of variances, and the provision of TDM measures, in alignment with the *Policy for Consideration of a Parking Variance*. Communities across B.C. use the variance process to secure contributions that can offset the mobility implications of reduced parking supply in new development. Most often this takes the form of either in-kind or financial contributions to support TDM infrastructure or programs on-site or nearby.

A total of 54 variances were analyzed, including examples of multiple family residential development and other forms of development. This section summarizes some of the characteristics of the developments that received a parking variance, including the levels of reduction requested, geographic areas and development size, and what TDM strategies were offered in these developments receiving variances.

Of the 54 variances made between 2018 and 2021, 74% were made for multiple family dwellings and 13% were for mixed-use buildings. The remainder of variances included commercial, personal care facilities and seniors housing uses. Approximately 40% of variances included parking space supply reductions (22 total) and 31% were made for small car space supply changes. The remainder of variances were made for loading space supply and other design and bicycle parking dimension changes.

For the purposes of Nanaimo's Parking Review + Bylaw Update, this report focuses on parking space supply variances. Key findings from this analysis include:

- Most developments received a parking reduction of 50% or less (86%).
- There was generally no correlation between the level of parking supply reductions granted and the geographic area, use, or size of a development.
- The level or number of TDM strategies provided by a development generally did not correlate to the level of parking reduction approved.

## Geographic Areas

Schedule A of the *Off-Street Parking Regulations Bylaw* establishes five areas for multiple-family residential parking supply. Understanding the level of parking reduction and the TDM options that may be used in these areas helps inform the extent to which geographic differentiation is consistent with current practices. While most parking space variances were in Area 2, there does not seem to be any correlation between the magnitude of a parking supply variance and location.

Of the parking supply variances, 68% were approved for multiple-family dwellings. **Table 3** summarizes the locations across Nanaimo with parking reductions of more than 5 spaces. The average level of parking space reduction is 25%, the median reduction is 10%.

**TABLE 3. VEHICLE PARKING SUPPLY VARIANCES**

Address	Land Use	# reduction in parking spaces	% reduction in parking spaces
2595 Bowen Road	Commercial	62	12.9%
560 Third Street	Mixed Use	28	8.0%
1125 Seafield Crescent	Multi Family and Seniors Congregate Housing	11	41.6%
702 Nicol Street	Multi Family	5	4.9%
285 Prideaux Street	Personal Care	5	100%
65 Pryde Avenue	Multi Family	5	9.1%
4979 Wills Road	Seniors Congregate Housing	5	4.9%
19 Nicol Street	Mixed Use	5	100%

### TDM Strategies

TDM strategies are commonly used in other communities to help offset the reduced parking supply sought where parking variances are granted. Of 22 parking space supply variances, only three (3) were supported by TDM measures. The TDM measures received by the City in parking space supply variances reductions are summarized in **Table 4** below. Note that provided information also includes cash-in-lieu of parking contributions, which are generally not categorized alongside variance-related TDM, due to CIL being an as-of-right option through regulation in the *Off-Street Parking Regulations Bylaw*.

**TABLE 4. SUMMARY OF PROPOSED VARIANCES WITH TDM STRATEGIES**

Address	Use	TDM Measure
285 Rosehill Street	Personal Care Facility	Section 219 covenant containing an easement for reciprocal access and parking between properties
702 Nicol Street	Multiple-Family	Purchase a car-share vehicle to be located near the subject property \$10,000 cash-in-lieu of one parking space for



		sustainable transportation initiatives
558 Medea Way	Multiple-Family	Monetary contribution to car share (Modo)

## BEST PRACTICES + CASE STUDIES

### Vehicle Parking Supply

There are several approaches to off-street parking supply requirements that may be applicable to Nanaimo's context. This section highlights three potential options for parking supply rates that dictate the number of parking spaces associated with various land uses – parking minimums, parking maximums, and market-driven.

Potential approaches to off-street parking supply are outlined below:

#### Option 1 - Parking Minimums

Minimum parking supply rates are the most common method of regulating off-street parking, including in Nanaimo, where virtually all communities have established specific rates for most key land uses to ensure each is accompanied by at least the prescribed minimum quantity of parking. While this approach has generally been effective in addressing concerns over new development contributing parking to established neighbourhoods, it has the potential to require parking at a rate above and beyond what is necessary to meet the needs of a particular site. This is especially true where minimum parking supply rates have been established to protect against a “worst case” scenario and/or do not reflect the factors known to influence parking demand (i.e., location, travel options, etc.).

Parking minimums have been shown to be closely connected to inefficient land use, autocentric development, housing unaffordability, and higher vehicle ownership. This clash with a local government's environmental, housing, and transportation objectives has prompted many jurisdictions to move away from parking minimums entirely or in specific areas that may be well-served by transit or have a mix of land uses, like downtowns.

#### Option 2 – Parking Maximums

Municipalities also have the option to establish a “parking maximum” that defines an upper limit for parking supply. This is an approach that only select communities have in-place and typically only for a small number of land uses. Maximums may accompany minimum supply rates to provide a limited range of possible parking supply, or may be pursued instead where minimums are removed, thereby protecting against over-supply. This approach is most often applied in defined areas such as downtown or other urban centre

where land is scarce, and therefore valuable, and the local government is seeking density and to protect against excessive parking supplies.

### **Option 3 – Market Driven Approach**

With the challenges associated with off-street parking supply requirements becoming increasingly well-known, more communities are removing parking minimums in favour of market-driven supply. This approach allows the market, including actors like developers or homeowners, to dictate the appropriate level of off-street parking supply based on the development's characteristics and context. A market-driven approach does not mean that the City will be subsidizing development parking. Shifting to a market-driven approach would not mean that all off-street parking would be eliminated depending on the choices made by the developer, and other types of parking, such as accessible parking and perhaps visitor parking are typically still required. Parking maximums may also be used in this approach to safeguard against oversupply. Accompanying regulatory changes for the use of on-street parking (such as priced parking), would be required to ensure the effective implementation of a market-driven approach.

### **Example Communities**

Many other Canadian local governments have adapted their approach to off-street parking provision, including removing some or all parking minimums. In B.C., the foremost example is the City of Vancouver, who eliminated parking minimums in the Downtown in 2019, and recently announced that residential parking minimums will be removed city-wide. Importantly, accessible and visitor parking are still required in these areas. Some other examples from across Canada are included below:

- The City of Edmonton removed off-street parking minimums for all uses in 2020, and feature parking maximums within the Downtown area.
- The City of Calgary removed parking minimums for non-residential uses in 2020.
- The City of Regina removed minimum off-street parking requirements city-wide in 2024, and now use previous minimum requirements as recommendations.
- The City of Saskatoon eliminated parking minimums city-wide in 2024.
- The City of Toronto removed parking minimums for nearly all uses, while also adding parking maximums.
- Halifax Regional Municipality uses a mix of minimum, maximum and market-driven requirements within the regional centre.

For many of these communities, the implications of these changes are not necessarily known given the time required to understand the long-term implications for development. However, these examples show some of the general trends in regulating off-street vehicle parking supply in Canada.

## **Economics of Vehicle Parking Supply**

The implications of vehicle parking supply are important relative to numerous objectives shared by many communities across B.C. and Canada. These include shifting to more sustainable modes of transportation, increasing housing supply and affordability, making more types of development viable, making land use more efficient, and improving urban design, among many others. However, where these conversations connect to new development is often in the financial case for lowered or eliminated vehicle parking supply rates and the immediate financial benefits offered to the development community that can be passed on to residents, tenants, employees, and others. Simply put, it is perceived that building and maintaining off-street vehicle parking spaces is expensive and contrary to the visions and goals of many communities. This section briefly explores the economics of vehicle parking supply based on research conducted across Canada and provides an understanding of how similar factors could influence Nanaimo.

## **Construction Costs**

A 2024 study produced by the Canada Mortgage and Housing Corporation (CMHC), developed and analyzed construction cost scenarios in Edmonton, Montréal, and Toronto, to understand how reduced parking requirements influence development economics.<sup>2</sup> Results showed that a 40% decrease in minimum parking supply requirements reduced overall construction costs by 9%.

## **Maintenance Costs**

The same CMHC study also evaluated the maintenance costs of off-street parking needed to ensure that infrastructure remains viable over the long term. It was estimated that \$575 per parking space is required annually, costs which could be passed on to residents or tenants. Other studies suggest that between land, construction, and maintenance, a parking space in Canada costs between \$1,500 and \$5,000 per year.<sup>3</sup>

## **Downstream Impacts**

When considering how these costs are passed on to residential tenants or homeowners, research suggests that parking costs are significant. One estimate suggests that car-free low-income households in a community that requires one vehicle parking space per residential unit would overpay for parking between \$150-\$300 per month, estimated to be 5-10% of monthly income, given they do not need a parking space. For middle-income households, the same study suggests that one car households overpay between \$200-400 per month, about 4-8% of their monthly income. Estimates in the City of Victoria suggest

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<sup>2</sup> CMHC, Urban Analytics Institute (2024). Accessed from: [https://assets.cmhc-schl.gc.ca/sf/project/archive/housing\\_organizations4/impact-of-parking-requirements-on-housing-affordability\\_final-report.pdf](https://assets.cmhc-schl.gc.ca/sf/project/archive/housing_organizations4/impact-of-parking-requirements-on-housing-affordability_final-report.pdf)

<sup>3</sup> Victoria Transportation Policy Institute (2024). Accessed from: <https://vtpi.org/park-hou.pdf>

that dwelling units selling without a parking space typically cost approximately \$50,000 less than those with a parking space.<sup>4</sup> The presence of similar trends in Nanaimo would need to be investigated further.

Despite these results, any savings to be passed on to the consumer, may depend on the developer choosing to do so. Therefore, the actual impacts on affordability of reducing or eliminating off-street parking supply are also directly related to the broader conditions within the housing market. Such a regulatory change, at minimum, provides the opportunity for some of the savings to be passed on to buyers and renters. This also does not consider the potential market shifts that could result from more residential developments becoming viable because of more flexible off-street parking requirements.

### **Municipal Operations**

Where fewer off-street parking spaces are provided in new development, it is logical to suggest that some or all this demand will be shifted to different modes of travel or different parking locations, typically on-street. With the possibility of increased pressure on on-street parking, the City of Nanaimo would likely have to increase parking monitoring and enforcement operations to ensure that curbside management objectives are being met. Additional requirements for staffing, technology, and other expenses would impact municipal budgets for these activities that would also have to increase accordingly. Budgets could be funded through pay parking or citation revenue but could also include contributions from general taxation with corresponding changes to property taxes.

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<sup>4</sup> Times Colonist. (2024). Victoria approves more housing with sharply reduced parking. Accessed from <https://www.timescolonist.com/local-news/victoria-approves-more-housing-with-sharply-reduced-parking-9488679>

## Potential Approaches to Vehicle Parking Supply Rates

In Nanaimo, the options presented in the previous section present a few potential approaches to updating off-street vehicle parking supply requirements. Given the guidance presented in City Plan, these options are structured to align with the land use, mobility, and other supporting directions, to ensure vehicle parking supply is sensitive to Nanaimo's context and vision. While not an exhaustive list, the following options (or a combination thereof) should be considered moving forward:

### 1. Eliminate Parking Minimums in Select Areas

If the City continues to eliminate parking minimums, City Plan guidance suggests the Downtown and other Urban Centres should be the focus of these efforts.

### 2. Eliminate Parking Minimums in Select Areas and Reduce Minimums in Others

This option presents a middle ground where parking minimums are eliminated in key Urban Centres (i.e., Downtown), with other Urban Centres having lower parking minimums with neighbourhood centres, villages, and mobility corridors comprising the next level up.

### 3. Implement Parking Maximums in Select Areas

The City may choose to introduce maximums in areas where there is an oversupply of parking, such as in large commercial and retail areas with excess surface lots, or where there is a desire to see less parking implemented overall, such as in some or all Urban Centres or TOAs, to support housing supply, affordability, and mobility objectives.

### 4. Provide Specific Vehicle Parking Supply Regulations for Desired Development

City Plan emphasizes Nanaimo's desire to encourage different forms and types of development, including purpose-built rental and affordable housing. Through regulations the City could consider reducing or removing minimum supply requirements for these types of development to incentivize their construction, either in select areas or city-wide.

With each of these options other factors will also need to be considered including:

- Providing adequate transit service and sustainable transportation infrastructure to influence mode shift.
- Ensuring appropriate curbside management.
- Supporting regulations for the enhancement of mobility options through TDM measures.

This is particularly important in areas where minimum parking requirements may be eliminated, and zero parking development scenarios are more readily achievable. Each of the options identified above, and others as required, will be evaluated as part of the Comprehensive Parking Study to appropriately adapt regulations to Nanaimo's vision and objectives.

### Cash-in-lieu of Parking

The City's current approach to cash-in-lieu of parking is contained within the *Off-Street Parking Regulations Bylaw*. In lieu of providing off-street parking spaces, an owner or developer may pay the City \$10,000 per required parking space, up to 10% of required parking spaces. Currently, the money received from CIL is funneled into a reserve fund to be used for active transportation improvements. Based on discussions in staff and supporting data, CIL is not functioning as intended in Nanaimo; since its inception in 2019, just over \$69,000 has been funneled into the CIL parking reserve.

Given that CIL allows for a developer to save on the construction costs of a parking space, CIL regulations should be structured to be responsive to capturing an appropriate level of value to achieve City objectives and the purpose of CIL. The methodology of CIL implementation can be structured within the following framework, which captures three possible categories of potential “benefits” offered by CIL relative to the value of an off-street parking space:

- **Mobility Benefit** – Cash collected to invest in Local Government Act (LGA)-permitted transportation infrastructure.
- **Affordability Benefit** – Savings passed on to the consumer to support affordable housing.
- **Viability Benefit** – Savings retained to build economically viable housing supply.

This is reinforced by CIL practices in peer communities. In Vancouver, the payment in lieu of parking spaces rate is currently at \$24,700. In Kelowna, the fee per off-street parking space is \$33,000 in four different urban centres. In New Westminster, CIL is applicable city-wide and applies to all land classes, including commercial, residential, institutional and industrial, with rates of \$8,000 for surface parking and \$25,000 for structured parking.

For cash-in-lieu to be a viable tool, it is necessary that parking minimums be maintained in some or all areas to be able to leverage contributions. This option must also be developed alongside robust TDM regulations that ensure that developments with limited or no parking supply have access to mobility options. Given the different urban contexts in Nanaimo, this could potentially provide opportunities for differentiated cash in-lieu rates for areas with more mobility options where levels of investment and potential on-street parking implications may differ to areas which may be more auto-dependent and requiring more investment to achieve mobility targets.

The City of Nanaimo may consider increasing its CIL rate to more accurately capture the value of an unbuilt parking space, as well as expanding its geographic reach to include all Urban Centres, and other relevant areas within the City, as well as mobility hubs and other village centres. By expanding CIL more widely in conjunction with baseline TDM measures as referenced in **Section 3.4**, the City may see increased utilization of CIL and be able to utilize funds to specifically support projects that support mobility options and sustainable travel.

## 3.2 ACCESSIBILITY

Accessibility is a key outcome for the City of Nanaimo to prioritize equity in the built environment; empower people of all abilities, cultures, and identities; and ensure that Nanaimo is inclusive and welcoming. Accessible parking supply and design, both for on- and off-street vehicle spaces, is an important component of parking management to ensure that accessible parking is available for people with disabilities where it is needed.

### POLICY + REGULATORY FRAMEWORK

City Plan guides Nanaimo's approach to accessibility, and identifies policies and actions, through the Integrated Action Plan that further the City's approach to these issues. Parking and curbside management are relevant in several of these policies, including the following that support improved accessibility standards and accessible parking supply:

- **C4.3.7** – Ensure that new City facilities and buildings, including major renovations, meet universal accessibility standards.
- **C4.3.8** – Include universal design principles in City plans, policies, designs, standards, programs, and services that consider the needs of all people, including those with physical, sensory, and cognitive disabilities.
- **C4.3.8** – Work to reduce transportation barriers to City owned facilities and City run programs.
- **C4.3.26** – Where possible, exceed minimum requirements for universal accessibility for parking access and design standards.

### CURRENT CONDITIONS

Accessible parking supply requirements are structured within the *Off-Street Parking Regulations Bylaw* as a function of the number of required off-street parking spaces for a development. The current supply requirements are shown in **Table 6** relative to the total number of off-street vehicle parking spaces.

**TABLE 6. ACCESSIBLE PARKING SPACE SUPPLY REQUIREMENTS**

Number of Off-Street Vehicle Parking Spaces	Number of Required Accessible Parking Spaces
1-10	No requirement
11-32	1 space
33-100	1 space per 33 spaces
101-1000	3 spaces for the first 100 1 space per 50 spaces additional
1001+	21 spaces for the first 1000 1 space per 100 spaces additional

In addition to the supply requirements for all uses as indicated above, one accessible parking space shall be provided per 15 required parking spaces for any Seniors' Congregate Housing or Personal Care Facility uses.

Accessible parking space dimensions are mostly consistent with peer communities, at 3.70 m width by 5.60 m length. Spaces must be clearly identified, conveniently located near a building entrance, and no more than 5% grade. In locations where loading zones (access aisles) are shared with adjacent accessible parking spaces, a space may be 2.75 m wide provided the loading zone is a minimum of 1.2 m wide.

## **BEST PRACTICES + CASE STUDIES**

### **Accessible Parking Supply**

While a regulatory approach to off-street accessible parking exists and is generally in line with peer communities, changes to the broader regulatory structure may have impacts on minimum requirements for accessible parking that must be addressed through corresponding updates.

While the requirement for accessible parking spaces is commonly expressed based on the number of conventional parking spaces, consideration should be given to accessible parking rates as the City considers lowering or eliminating minimum parking supply rates for conventional vehicle parking spaces. Any such reduction would reduce the number of required accessible parking spaces.

An emerging best practice is to differentiate supply rates based on land use where it is anticipated to have a higher demand for accessible parking. Examples could include medical offices and senior citizen apartments, as well as residential units specifically designed for universal access and likely to be inhabited by an individual(s) requiring accessible parking (i.e., accessible and adaptable units). Further, emerging policy is establishing the need for the one visitor parking space in multiple-family residential buildings to be accessible, as recently adopted by the City of Victoria.

Nanaimo's regulations do require accessible parking at a higher rate for some land uses when compared to other communities, however other communities seek a greater proportion of accessible spaces for other uses. For example, the City of Colwood requires for 15% of all parking spaces in seniors' housing, assisted living, and hospital uses to be accessible. Requirements for these types of uses with higher accessible parking demand in Nanaimo are equivalent to 7% of all vehicle parking spaces.

### **Van Accessible Parking Spaces**

Van accessible parking accommodates people who rely on mobility assist devices. A mobility assist device generally includes a wheel mobility device, such as a wheelchair (manual or motorized) or mobility scooter. This group requires a wider parking space to



allow for maneuvering a mobility device in and out of a vehicle but does not necessarily require close proximity to the building entrance.

Alongside conventional accessible parking, minimum requirements for van-accessible parking spaces are becoming increasingly common. For example, the City of Victoria requires accessible and van accessible parking spaces. One accessible parking space is required per 6-25 parking spaces, with an additional accessible parking space for each additional 25 standard parking spaces. The first accessible parking space must be van accessible.

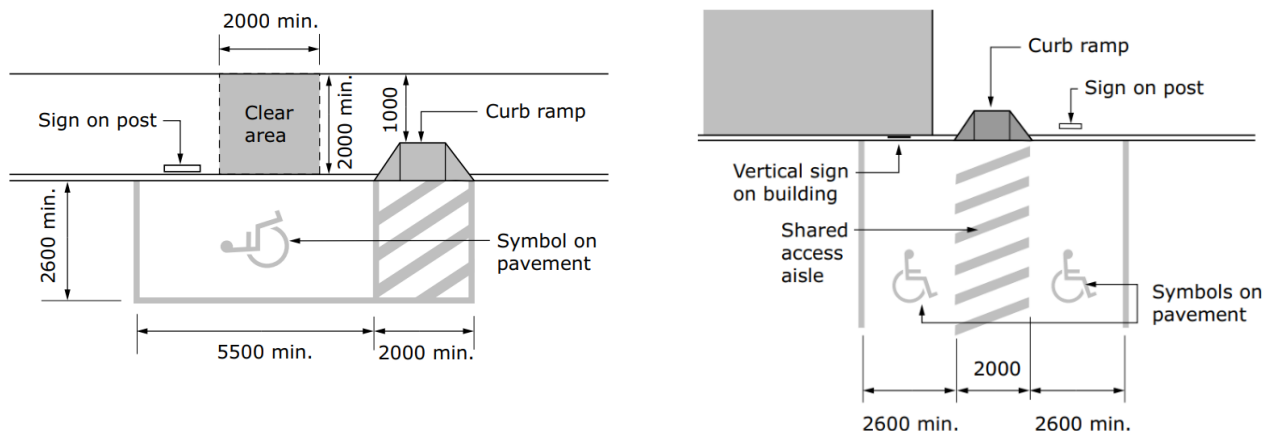
### Accessible Parking Design

The *Off-Street Parking Regulations Bylaw* provides design requirements for accessible parking spaces that meet or exceed many of the current best practices as identified by Canadian Standards Association (CSA). CSA recommendations are described and depicted below in **Figure 6**.

A designated accessible parking space shall:

- a) be at least 2.6 m wide;
- b) have an adjacent side access aisle at least 2 m wide
- c) have an adjacent rear access aisle at least 2 m long

**FIGURE 6. ACCESSIBLE PARKING DESIGN STANDARDS, CANADIAN STANDARDS ASSOCIATION**



Currently, the City's accessible parking design requirements are excessively wide (3.7 m), likely to allow for loading and unloading from a vehicle. Regulations could be shifted to be more aligned with conventional parking space dimensions, with an additional requirement for an access aisle (up to 2.0 m wide) that aligns with CSA guidance.

Similarly, van accessible parking design standards would need to be integrated into the *Off-Street Parking Regulations Bylaw*. Typically, van accessible parking spaces require greater width to allow for mobility devices to be loaded and unloaded from a vehicle. In

Victoria, van accessible parking spaces must have a minimum width of 3.4 m, with an access aisle of 1.5 m.

In addition to design dimensions, communities are also updating their paint and signage standards related to accessible parking to ensure consistency and awareness for users, to increase safety and to assist with issues related to compliance. These design features can include:

- Requiring a curb ramp to be aligned with the access aisle, per BC Building Code.
- Painting the curb of the accessible parking space blue
- Using hatching to clearly demarcate the rear and side access aisles
- Applying the Dynamic Symbol of Access on pavement markings and vertical signage, rather than the conventional symbol (shown in figure on previous page).

### Mobility Scooter Parking

Mobility scooters are appearing in parking regulation to ensure people using mobility aids are considered for when planning for parking and charging needs. Mobility scooter requirements are typically being integrated with bicycle parking requirements as they have similar charging and maneuvering needs as oversized and/or electric bicycles.

Currently, the City does not regulate minimum supply or design requirements for mobility scooter parking. Some of the key considerations in establishing a mobility scooter requirement are as follows:

- **Supply Rate** – Establish a supply rate requirement that meets the need for mobility scooter parking.
- **Land Uses** – Consideration of the land uses where mobility scooter parking is desirable, with possible variation in supply rate requirements to reflect differing needs.
- **Design / Layout** – Establish appropriate mobility scooter space dimensions and access requirements, including integrating appropriate design considerations for different types of mobility scooters, which could also incorporate the accommodation of oversized bikes such as cargo bikes and bucket bikes to offer greater flexibility of use.
- **Charging** – Consider access to an electrified outlet capable of charging a mobility scooter while parked.

Several communities in British Columbia have integrated mobility scooter parking requirements in their land use regulations, including the following:

- Saanich's bylaw makes specific mention of providing parking for mobility scooters, stating that parking spaces are to "*have a minimum width of 1 m and length of 1.5 m.*" Mobility scooter parking is also allowed to count towards long-term bicycle parking requirements for certain land uses, such as senior citizen housing.

- View Royal's regulations note that "Where parking spaces for mobility scooters are provided, they must be located adjacent to the entrance of the building or use and must not impede access to the entrance." The bylaw also specifies that mobility scooter parking should not impede or restrict pedestrian movements on the sidewalk.
- Colwood requires mobility scooter parking for some uses including seniors' housing and various commercial and institutional uses. Minimum scooter parking space dimensions are 1.0 m wide and 1.5 m long, spaces need to be secured, located within 2.0 m of an electrical outlet, and not be located where they may impede pedestrian access.
- North Vancouver notes that "Bicycle Compounds and Rooms may be used to park wheeled mobility aids with the limitations that; (a) such use shall not impose on access aisle; (b) bicycle racks shall be provided unless it is demonstrated with reasonable accuracy the proportion of people requiring wheeled mobility aids expected to use the site."

### 3.3 BICYCLE PARKING

Bicycle parking is a key component of Nanaimo's active transportation network and helps support mode shift away from private vehicles towards more sustainable modes. This section summarizes Nanaimo's current regulatory approach to bicycle parking and provides recommendations to update regulation based on best practices to support City-wide objectives.

#### POLICY + REGULATORY FRAMEWORK

City Plan includes policies that encourage development of convenient and secure bicycle parking on-street, in Urban Centres, along Corridors, and at key destinations:

- **C2.2.12** – Implement and maintain safe, accessible, and comfortable infrastructure for bicycles
- **C2.2.14** – Provide convenient and secure bicycle parking in Urban Centres, along Corridors, and at key destinations, including parks.
- **C2.2.18** – Encourage retrofits within existing office, commercial, and medium / high density residential complexes to incorporate bicycle parking.

The Integrated Action Plan supports these directions from City Plan, with the following actions:

- **Action 38 and Policy C2.2.6** – Develop bike parking/end of trip facilities for short and long-term bicycle parking around key trip generators such as urban centres, transit exchanges, and destination parks



Bicycle parking policies within the Transportation Master Plan include:

- **C3A** – Require bicycle parking in office, commercial, and medium-high density residential developments.
- **C3B** – Develop bicycle parking around key trip generators.
- **C3F** – Continue efforts to create a Bicycle Friendly Business District in Downtown Nanaimo
- **C3G** – Develop on-street bicycle parking within mobility hubs and other high activity streets.

## CURRENT CONDITIONS

### Off-Street Bicycle Parking Supply

Short-term and long-term bicycle parking supply rates are contained within the *Off-Street Parking Regulations Bylaw*, designating the number, size and location of bicycle parking spaces for various uses. Like with vehicle parking supply, requirements for bicycle parking are based on various units of measurement, including dwelling units, gross floor area, rooms/room types, and seats.

Land uses are consolidated from the vehicle parking supply table, and where no uses are listed, no bicycle parking spaces are required. The bylaw also requires all long-term bicycle parking storage areas to have an electrical outlet for electric bicycle charging.

### Off-Street Bicycle Parking Design

Design requirements outlined in the *Off-Street Parking Regulations Bylaw* include the following:

- All short-term parking spaces must provide a minimum width of 0.3 m and a minimum aisle width of 1.2 m
- All long-term parking spaces must have a minimum vertical clearance of 1.9 m, a minimum width of 0.6 m and a minimum length of 1.8 m for ground-anchored racks or 1.0 m for wall-mounted (vertical) racks.
- All long-term bicycle parking areas are required to have one electrical outlet.

## BEST PRACTICES + CASE STUDIES

### Bicycle Parking Supply

Municipalities take varying approaches in terms of the number of land use designations described in their bicycle parking regulations. Colwood, Vancouver, and others take a detailed approach, assigning requirements to a long list of sub-categories. Other municipalities, including Victoria, use fewer categories (e.g., “all institutional uses” compared to defining requirements for each type of school). Compared to other

communities Nanaimo requires bicycle parking for fewer land uses, which should be explored in further detail to assess where opportunities exist to encourage bicycle trips to more destinations.

Similar to vehicle parking supply requirements, the City should also consider reviewing the units of measurement for bicycle parking to ensure consistent applications, adaptability to changing circumstances, and legibility of the bylaw.

For those land uses that do require short- and long-term bicycle parking, supply requirements for some key land uses in Nanaimo tend to be lower than in peer communities, including the examples below:

- **Office** – Nanaimo's long-term bicycle parking requirement is 1 per 286 m<sup>2</sup> of gross floor area, while Victoria and Vancouver require 1 space per 150 m<sup>2</sup> and 170 m<sup>2</sup>, respectively.
- **Multiple Dwelling** – Nanaimo's requirement is 0.5 long-term bicycle parking spaces per dwelling unit outside of designated TOAs, in Kelowna it is 0.75 spaces per studio to two-bedroom unit and 1.0 spaces for three-bedroom or larger units. In Coquitlam, apartment uses are required to provide 1.25 spaces per dwelling unit.

Therefore, existing bicycle parking supply rates should be reviewed to ensure alignment with City objectives, along with adding new supply rates for land uses that are not currently included.

To remain consistent with directions for vehicle supply parking requirements, the City may also want to consider geographically differentiating bicycle parking supply requirements to align with applicable land use designations and changes to the broader vehicle parking supply approach.

### **Bicycle Parking Design**

Bicycle parking should be convenient, safe, secure, functional, accessible, and where possible, aesthetically pleasing. Local governments play a key role in ensuring that high-quality bicycle parking is available in sufficient quantities in their communities. Where there is not enough bicycle parking, or the racks are low quality and poorly located, people are less likely to cycle. Additionally, there may be bicycle theft, sidewalk clutter, and damage to street furniture and property.

### **Bicycle Parking Dimensions**

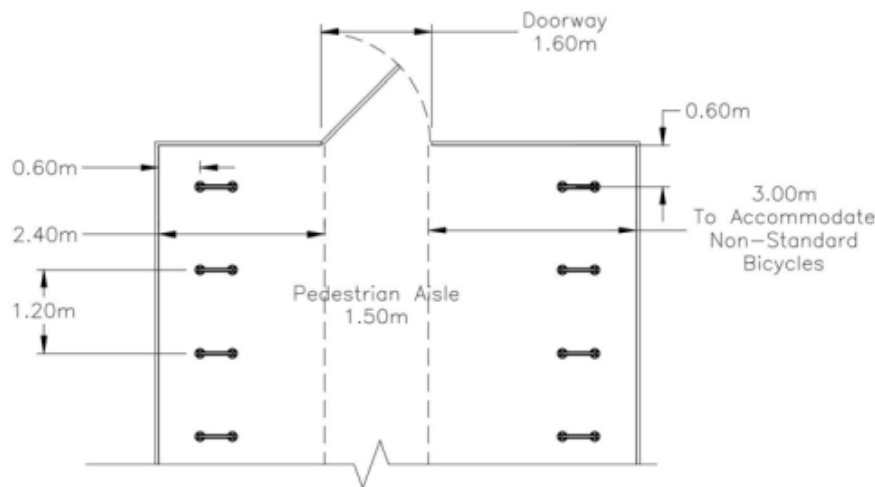
The minimum bicycle parking space depth, aisle width, and distance between adjacent racks, doorways, and walls should also be defined so that the racks are able to meet their advertised capacity. These dimensions can change depending on the installation angle of a bicycle rack as well as the type (ground anchored or wall mounted). The aisle width is important to ensure that sufficient space is provided for maneuvering while holding a

bicycle. The minimum door opening is also key, as this can be a limiting factor for larger bicycles, as are automatic doors, which allow for easier access to the bicycle parking area.

Wall-mounted (vertical) racks tend to have smaller minimum space depths compared to ground anchored racks, due to bicycles being mounted onto a wall upright. They are more space efficient and are often used for indoor, higher-density bicycle parking. However, vertical spaces are not typically easily used by all types of bicycles, such as e-bikes or oversized bicycles, and may not be accessible to all people due to the strength required to lift the bicycle into place.

The *British Columbia Active Transportation Design Guide* (BCAT) recommends short-term and long-term bicycle spaces to have a minimum of at least 0.6 m clearance if the rack has single-side access, or 2.5 m clearance for a rack with double-sided access, as shown in **Figure 7**. If a bicycle rack is located parallel to a wall, at least 0.6 m clearance should be provided. Bicycle racks should have at least 1.2 m of clear space between them. A clear space of at least 1.8 m should be maintained between bicycle racks that can hold two bicycles.

**FIGURE 7. BCAT Long-Term Bicycle Parking Dimension Recommendations**

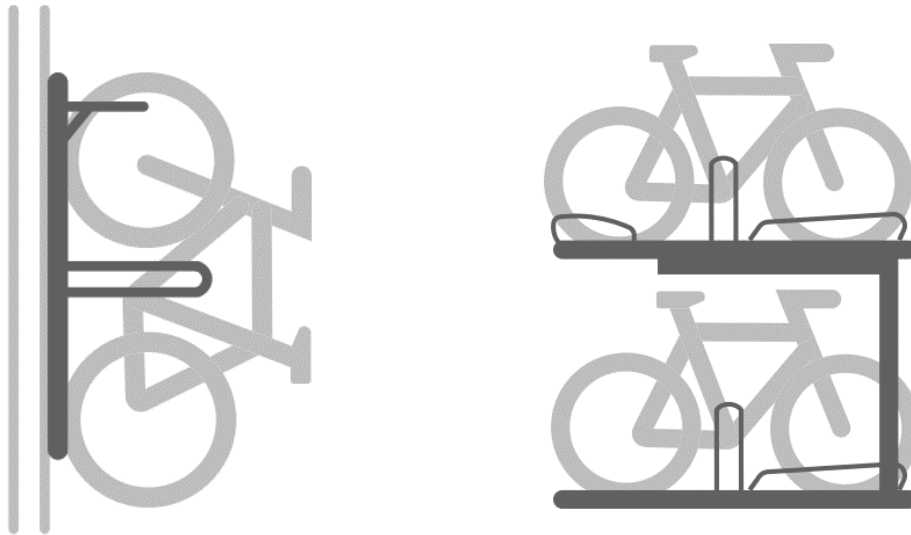


Nanaimo's existing long-term bicycle parking dimensions could be adjusted to meet BCAT guidance by increasing the pedestrian aisle width.

### Bicycle Parking Configuration

Many communities provide options for long-term bicycle parking design to ensure that bicycle parking meets the diverse needs of cyclists, while also being adaptable for different contexts. Typically, these include ground-anchored, vertical, and stacked (or two-tiered) as shown in **Figure 8**. Integrating these bicycle parking configurations introduces other design considerations including rack design and security of off-street bicycle parking locations, of which regulation can be included in bylaw.

**FIGURE 8. VERTICAL (LEFT) AND STACKED (RIGHT) LONG-TERM BICYCLE PARKING CONFIGURATIONS**



Providing requirements for the configuration of long-term bicycle parking that are wall-mounted (vertical), two-tiered, and ground-anchored bicycle parking allows for adequate access and clearance to bicycle parking facilities, for overall convenience, safety and security. Restrictions on the amount of wall-mounted long-term bicycle parking ensures that individuals with heavier bicycles and/or who are physically unable to use vertical bicycle parking have other types of bicycle parking available to them. Adding two-tiered bicycle parking maintains space efficiency, while also improving accessibility relative to vertical configurations. However, two-tiered configurations require extra consideration when overlapping with requirements for oversized bicycles and electrification to ensure appropriate access. This could also include requiring two-tiered systems that are equipped with pneumatic lifts to support moving bicycles from the parking space to and from ground level.

BCAT recommends that a minimum of 50% of all bicycle parking spots in any off-street, long-term bicycle parking facility should be basic, on-ground bicycle racks that serve people of all ages and abilities, with high density bicycle racks providing additional capacity as needed.

Other communities in British Columbia regulate bicycle parking in this way, including the following examples, shown in **Table 7**. Typical maximums on wall-mounted configurations range are typically between 30-50% and up to 60% for two-tiered configurations.



**TABLE 7. ALLOWABLE LONG-TERM BICYCLE PARKING CONFIGURATIONS IN BC COMMUNITIES**

	Maximum Allowable Proportion of Long-Term Bicycle Parking Supply	
	Wall-Mounted	Two-tiered
City of Vancouver	30%	60%
City of Coquitlam	10%	60%
Township of Esquimalt (draft)	30%	50%
City of North Vancouver	35%	N/A
City of Richmond	33%	N/A
City of Kelowna	50%	N/A

### Non-Standard Bicycle Parking

Accommodating “non-standard” bicycles such as cargo bicycles, recumbent bicycles, adult tricycles, bicycles with trailers, and adaptive bicycles for people with mobility impairments is an increasingly important consideration for short- and long-term bicycle parking. These bicycle types are becoming increasingly common, as they help to make cycling accessible to a larger number of people and trip purposes (e.g., grocery shopping, taking children to school, etc.). Many non-standard bicycles are longer, wider, and heavier than a typical bicycle, making them challenging to park using conventional bicycle racks and extremely difficult (if not impossible) to park with vertical racks

BCAT recommends that for both short- and long-term bicycle parking facilities, a minimum of 20% of all bicycle parking spaces should be able to accommodate larger, non-standard bicycles such as cargo bicycles and bicycles with trailers. Some communities, such as Courtenay, Colwood, Coquitlam, and Vancouver, have adopted regulations or guidelines for non-standard bicycle parking. Typically, these communities have required a minimum of 10% of long-term bicycle parking to be designed for oversized bicycles.

BCAT recommends non-standard bicycle parking dimensions have a space length of at least 3.0 m. In long-term bicycle parking areas, BCAT also recommends a wider doorway of 1.6 m along with greater typical space depth of 2.4 m for non-standard bicycle parking spaces. These spaces may be marked with a sign or pavement markings identifying their purpose as a spot for non-standard bicycles, to encourage compliance.

Requiring that some bicycle parking be amenable to non-standard and electric bicycle parking is important both for their increasing popularity and the potential to displace automobile ownership, thereby supporting overall mode shift. Studies have shown that e-

bike users typically reduce the number and distance of automobile trips.<sup>5</sup> The greater distances and weight that can be managed by electric bicycles and/or non-standard bicycles are shifting sustainable transportation, which should be anticipated in off-street parking requirements. Discussion of charging infrastructure e-bikes is included in Section 3.5.

### **End-of-trip Facilities**

Introducing supply and design requirements for cycling end-of-trip facilities should be considered to continue to make cycling (and other active modes) more convenient and comfortable, particularly for commuting, and thereby encourage modal shift. End-of-trip amenities include any amenity provided in a development that makes cycling easier, more convenient, and more comfortable, particularly at land uses where a commuter cyclist may end their trip. Desired end-of-trip amenities may include:

- Change Rooms
- Showers
- Sink / Wash Basin
- Storage Lockers
- Bicycle Repair Equipment (tools, tire pump, workbench or stand)

Beyond bicycle parking, a requirement for cycling end-of-trip facilities is not commonly found in off-street parking regulations in other communities. Where it is found, it is typically provided as a ratio of the number of required long-term bicycle parking spaces. The following are examples:

- North Vancouver requires one shower and wash basin if 3-10 long-term bicycle parking spaces are required, and the shower and wash basin requirements increase by one for each increase of 10 parking spaces. Toilets are not required unless 30 or more long-term bicycle parking spaces are required.
- North Vancouver bylaw also includes an equitable access to facilities clause, stating that facilities shall be equally divided by gender (or can be gender neutral if a smaller facility) and must include a minimum of one wash basin, grooming station, shower, and locker that is accessible to a user in a wheelchair of each gender.
- Vancouver has separate requirements for office/retail/service uses and for other uses. Both Vancouver and North Vancouver mandate grooming stations (with requirements for counter space and electrical outlets). North Vancouver includes requirements for the supply and size of personal clothing lockers.
- Esquimalt's draft bylaw uses end-of-trip facilities as a direct TDM measure, listing showers and change rooms (along with short- and long-term bicycle parking and

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<sup>5</sup> <https://www.sciencedirect.com/science/article/pii/S0965856415301865>

proximity to regional transit) as criteria for being able to reduce motor vehicle parking requirements.

### 3.4 TRANSPORTATION DEMAND MANAGEMENT

Transportation demand management is a tool cities use to encourage a mobility-rich environment to support reduced vehicle parking supply rates and behavioural shift to sustainable transportation. In Nanaimo's context, transportation demand management includes the bicycle parking and electric vehicle regulations discussed in other sections.

#### POLICY + REGULATORY FRAMEWORK

In 2024, City of Nanaimo adopted the *Transit-Oriented Areas Designation Bylaw* and made amendments to the *Off-Street Parking Regulations Bylaw* to comply with the Province's Bill 47 – Housing Statutes (Transit Oriented Areas) Amendment Act and Transit-Oriented Areas Regulation 674. The regulations require that local governments enact a *Transit-Oriented Areas Designation Bylaw* around prescribed transit stations.

Additionally, Bill 16 includes language that permits municipalities to require site-specific TDM infrastructure and services for new developments. This may include car share vehicles and/or memberships, transit passes, end-of-trip facilities, electric vehicle or bicycle charging stations.

City Plan and the Transportation Master Plan contain the following policies which support implementing TDM measures in Nanaimo as part of the City mobility objectives:

- **C2.2.8** – Implement Transportation Demand Management programs to shift trips to non-automobile modes, reduce automobile trips and travel distances, and reduce parking demand.
- **R4A** – Develop and promote Transportation Demand Management programs designed to encourage combining vehicle trips, making shorter trips, shifting travel to less congested time periods, buying more efficient vehicles, carpooling and using more sustainable travel modes.

#### CURRENT CONDITIONS

Nanaimo's *Policy for the Consideration of a Parking Variance* allows for a variance to parking requirements based on the inclusion of a car share vehicle or membership primarily within Mobility Hub designated areas within the TMP and urban centres within City Plan.

While car share TDM is included as a tertiary step in the policy per approval of a variance and parking study, very few variance requests resulting in a parking variance include TDM in their proposals. As mentioned in **Section 3.1.1** only three (3) parking variances between 2018 and 2023 resulted in TDM measures, out of 54 approved parking variances.

Besides car share, no other TDM measures are required nor recommended in City policy and regulation.

## BEST PRACTICES + CASE STUDIES

Two basic approaches for the provision of TDM are commonly used by communities in B.C. and across Canada:

- **Baseline TDM Requirements**  
Regulations that require the inclusion of one or many TDM infrastructure or program options in new development in some or all geographic areas. Typically, baseline TDM requirements focus on creating a mobility-rich environment to encourage sustainable mobility and offset vehicle parking reductions.
- **TDM-Based Vehicle Parking Supply Reductions**  
Regulations that allow for developments to reduce the minimum number of vehicle parking spaces in exchange for providing certain TDM infrastructure or programs, typically up to a maximum reduction in overall vehicle parking supply.

Both approaches are discussed in more detail in this section. Given their different applications it could be that the City chooses to adopt one or a combination of both of these TDM approaches. The direction for these types of regulations are closely linked to how Nanaimo chooses to approach overall vehicle parking supply rates, which can then be supplemented with TDM regulations.

### Baseline TDM Requirements

The City of Nanaimo has expressed interest in pursuing baseline TDM requirements to ensure that development in the City is providing a mobility-rich environment to support reduced vehicle parking supply rates and behavioural shift to sustainable transportation by making these modes more available and appealing. The City of Vancouver and other peer communities have pursued TDM to provide alternative active transportation mode shift in areas where minimum parking supply requirements have been reduced or eliminated.

The City of Vancouver adopted a Transportation Demand Management for Developments bulletin in 2019, which provides guidance on submission requirements for TDM plans required by the *Parking Bylaw*. An applicant developing within the Downtown, Broadway Plan Area of TOAs is required to submit a proposal for one of four TDM plans, or bundles, which includes a mix of TDM strategies, including transit, bicycle parking, end-of-trip facilities, and car share vehicles, among others, as shown in **Figure 9** below:

Figure 9. City of Vancouver TDM Packages<sup>6</sup>

TDM Plan A Transit Passes	TDM Plan B Mobility Infrastructure Package		TDM Plan C Shared Mobility Package	TDM Plan D Unbundled Parking Pilot Program
	Residential Uses	Non-Residential Uses		
Monthly one-zone transit passes for 3 years	30% additional Class A bicycle parking spaces	30% additional Class A bicycle parking spaces; or a minimum of 3 spaces, whichever is greater	Car share vehicles and spaces  Commitment from an operator for 3 years, and SRW to the City for the life of the building	Participate in a pilot program to provide parking spaces for lease only, not to purchase.  Applicable only to applications with strata components.
	20% of the total number Class A spaces to be lockers	20% of the total number Class A spaces to be lockers; or a minimum of 1 locker, whichever is greater	Mobi All Access Passes for 3 years	
	10% of the total number Class A spaces to be oversized spaces	10% of the total number Class A spaces to be oversized spaces; or a minimum of 1 oversized space, whichever is greater	Monthly one-zone transit passes for 1 year	
	Weather-protected Class B bicycle parking spaces	Weather-protected Class B bicycle parking spaces		

A baseline TDM program, where required under regulation, permits developers to exercise independent selection of whichever TDM package best fits their site-specific context.

The City of Nanaimo may consider adopting a baseline TDM package program, like the City of Vancouver, as a requirement for some development types and/or locations. For example, in Vancouver, TDM plans are only required within specific plan areas and designated TOAs.

If selected as the preferred approach, baseline TDM requirements should be integrated as new regulations that would require developers to select a TDM package, eliminating any ambiguity for developers and the City. Some of the potential TDM programs and infrastructure could include the following options identified in **Table 8**.

<sup>6</sup> <https://guidelines.vancouver.ca/bulletins/bulletin-transportation-demand-management-for-developments.pdf>

**TABLE 8. POTENTIAL TDM INFRASTRUCTURE AND PROGRAMS**

Infrastructure		Programs
<b>Bicycle TDM</b>	Enhanced or expanded bicycle parking (short- and/or long-term) End-of-trip facilities Shared bicycles	Shared bicycle membership
<b>Transit TDM</b>	Transit stop improvements	Transit pass subsidies
<b>Carshare TDM</b>	Carshare vehicles Dedicated carshare parking	Carshare memberships and/or subsidies
<b>Parking TDM</b>	Shared parking	Unbundled parking Parking cash out
<b>Other TDM</b>	Wayfinding signage	Employee or resident shuttle service TDM awareness packages TDM monitoring fund

### **TDM-Based Vehicle Parking Supply Reductions**

Another option for TDM regulation frequently used is to offer reductions to minimum parking supply requirements where identified TDM strategies or site characteristics are met by the developer. This approach is like cash-in-lieu by capturing some of the value of an unbuilt parking space, while increasing opportunities for on-site mobility infrastructure or programs that can support travel behaviour changes.

Like with a baseline TDM requirements regulation, vehicle parking supply reductions could be offered for different TDM strategies, including carshare, bicycle parking, end-of-trip facilities, transit proximity, and/or transit pass provision. Vehicle parking supply reductions are offered in exchange for TDM provision in several communities in B.C, with some examples offered below:

- **Victoria** – 100% reduction for providing transit passes for 5 years to all units (max. 1 per unit) in a Missing Middle housing development.
- **Kelowna** – 5 space reduction per car share vehicle and space (up to 20%) for developments in core areas and urban centres. The car share vehicle must be located within 100 m of the property.
- **New Westminster** – 5% reduction in required parking spaces for the provision of end of trip facilities for non-residential uses and 5 parking space reduction per carshare car & space (up to 10% of total vehicle parking supply).

Vehicle parking supply reductions in exchange for TDM provision could be considered by the City in tandem with the baseline requirements discussed in the previous section.

### 3.5 E-MOBILITY

Supporting the shift to e-mobility helps meet city-wide sustainability goals and is a critical component to parking management. This section summarizes Nanaimo's current regulations around e-mobility, which includes electric vehicle parking supply and design and outlines best practices for electric vehicle charging and e-bike charging.

#### POLICY + REGULATORY FRAMEWORK

City Plan aims for all trips in Nanaimo to be zero carbon-emitting by 2050. Policies in support of e-mobility include:

- **C2.1.6** – Prioritize the placement of high quality “first kilometre / last kilometre” (start or end of trip) amenities to encourage active and sustainable modes of travel, including transit, walking, cycling, electric vehicles, carshare, and other options.

The Transportation Master Plan also includes the following policies related to e-mobility:

- **R4C** – Support of the use of low and zero emissions vehicles (e.g. providing electric vehicle charging stations, priority parking).

#### CURRENT CONDITIONS

Nanaimo's *Off-Street Parking Regulations Bylaw* provides requirements for electric vehicle charging stations spaces and electric bicycle charging, by land use:

- **Multiple family residential, seniors housing and student housing** – 25% of spaces are required to have shared access to an EV charger, while the remaining 75% must have access to a circuit capable of supplying electricity to support the installation Level 2 chargers.
- **Single residential or multiple-family dwelling** – 100% of spaces that do not have access to a charger are required to have access to an energized outlet capable of supporting Level 1 EV charging.
- **Retail trade and services** - 5% of spaces are required to have access to an EV charger.

Electric vehicle charging infrastructure requirements were recently updated as part of broader updates of the bylaw to respond to recent legislative changes.

In addition to support for electric vehicles, all long-term bicycle parking storage areas are required to have at least one electric outlet for electric bicycle charging.

## BEST PRACTICES + CASE STUDIES

### Electric Vehicle Charging

Based on recent updates to the *Off-Street Parking Regulations Bylaw*, the City of Nanaimo is generally meeting or exceeding best practices for electric vehicle charging. As such, no changes are recommended to be included

### Electric Bicycle Charging

Given the rapid uptake of electric bicycles, access to charging infrastructure is a critical consideration for new development and retrofits of existing buildings. Currently, Nanaimo requires all long-term bicycle parking areas to have one electrical outlet for bicycle charging and there is no charging requirement for short-term bicycle parking spaces. Accommodating electric bicycles in short- and long-term bicycle parking requirements is becoming common practice. Due to their motors, e-bikes tend to be larger and heavier than standard bicycles, making it challenging to park them on vertical racks. Additionally, they require access to electrical outlets for charging.

BCAT recommends that 50% of long-term and 10% of short-term bicycle parking be designed to accommodate e-bikes by providing an electrical outlet. The Capital Regional District's *Capital Region Local Government Electric Vehicle (EV) + Electric Bicycle (E-Bike) Infrastructure Planning Guide* also recommends electrifying 50% of all long-term spaces.<sup>7</sup>

Many communities are starting to introduce or increase the number of off-street bicycle parking spaces, particularly long-term spaces, that are required to have access to electrical outlets. Vancouver and Colwood's requirements that 50% of long-term spaces be electrified match the recommendations from the CRD and BCAT, while Courtenay requires all long-term spaces to have access to an outlet. Nanaimo's long-term requirements are more ambiguous, stating that all parking areas shall have an outlet (but not specifying how many outlets per storage area).

Generally, requirements for short-term bicycle parking to have electrical charging infrastructure are less important, given the duration of most stays and the potential availability of charging infrastructure in other bicycle parking areas. Colwood and Courtenay have electrification requirements for short-term bicycle parking spaces, with a minimum of 20% of all short-term spaces requiring an electrical outlet.

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<sup>7</sup> <https://bicycleinfrastructuremanuals.com/manuals7/WATT-Consulting-Group-Capital-Region-Local-Government-Electric-Vehicle-and-Electric-Bike-Infrastructure-Planning-Guide-2018.pdf>



### 3.6 OFF-STREET LOADING + DELIVERY

As passenger and commercial delivery and loading activities become more commonplace in communities, so is the need to manage the curb to ensure the efficient movement of goods and ensure infrastructure is supplied and designed to meet the needs of anticipated vehicle types and their users. This section outlines current conditions and recommends improvements to City loading regulation to help manage the increase in loading and delivery activities across the City.

#### POLICY + REGULATORY FRAMEWORK

The City of Nanaimo is supporting a vibrant and growing economy through policy guidance in City Plan. In the context of loading and delivery, these policies intersect with goods movement, urban design, and broader economic development. Some of the relevant policy directions identified in City Plan include the following:

- **C2.1.7** – Manage parking city-wide with a focus on right sizing parking to continue fulfilling key needs including access, loading, and pick-up for businesses.
- **C2.1.8** – Ensure the efficient movement of commercial goods and services.
- **C2.5.4** – Ensure access for all travel modes through the development process, prioritizing walking, cycling, transit, and goods movement.
- **C5.1.7** – Support becoming the transportation, cargo, and logistics hub of Vancouver Island. Expand, enhance, and maintain physical transportation links that connect businesses to their markets; enable the efficient movement of people, goods, and services; and can adapt to emerging transportation trends.

#### CURRENT CONDITIONS

The *Off-Street Parking Regulations Bylaw* requires dedicated loading space for specific uses. Requirements vary by gross floor area for commercial, industrial, and institutional land uses, with no requirements for residential uses.

For retail, retail trade, services centre or shopping centre, industrial, warehouse or other similar uses, the minimum number of off-street loading spaces is as follows:

Total Gross Floor Area of Building(s) and Structures	Spaces Required
Less than 465m <sup>2</sup>	1
465m <sup>2</sup> to 2,325m <sup>2</sup>	2
2,325m <sup>2</sup> to 4,650m <sup>2</sup>	3
Each additional 4,650m <sup>2</sup> or fraction thereof in excess of 2,325m <sup>2</sup>	1 additional loading space

For other uses including offices, place of public assembly, hospital, personal care facility, seniors' congregate housing, student housing, and hotels, among others, the minimum number of off-street loading spaces are shown below. These requirements are lower when compared to those for commercial and industrial uses presented above.

Total Gross Floor Area of Buildings(s)	Spaces Required
Less than 2,800m <sup>2</sup>	1
2,800m <sup>2</sup> to 5,600m <sup>2</sup>	2
Each additional 5,600m <sup>2</sup> or fraction thereof in excess of 2,800m <sup>2</sup>	1 additional loading space

Loading space design requirements outlined in the bylaw are as follows:

- Loading space dimensions must be no less than 10 m long x 3 m wide.
- Minimum over-height clearance must be no less than 4.2 m.
- All spaces must be clearly marked with signage.

## BEST PRACTICES + CASE STUDIES

### Off-Street Loading Design

Defining the minimum dimensions of an off-street loading space will ensure that this infrastructure is designed to meet the needs of anticipated vehicle types and their users. As previously discussed, there are many different types of loading anticipated in Nanaimo as the city grows and changes. To respond to these different demands, largely based on land use, the City could explore defining a second off-street loading space type, as follows:

- **Class A** – Loading spaces intended for the use of smaller vehicles, such as deliveries and passenger pick-up/drop-off. Minimum dimensions will be closer to those of a standard parking space.

- **Class B** – Loading spaces tailored to the delivery of commercial goods, and therefore suitable for larger trucks or other commercial vehicles. Minimum dimensions will be larger than a standard vehicle parking spaces, closer to those currently required in the *Off-Street Parking Regulations Bylaw*.

This approach mirrors that of other communities in B.C. and elsewhere in Canada, such as Vancouver, Richmond, Esquimalt, and Halifax, NS, who are responding to the evolving need for loading space in different land uses. Minimum dimension requirements for Class A and B off-street loading spaces are shown in **Table 9**.

Loading spaces for larger vehicles (often referred to as Class C) could be considered as well, however specifically defining this level of regulation may not be necessary given loading needs in Nanaimo and minimum requirements for Class B loading does not preclude designing for larger vehicles.

**TABLE 9. MINIMUM OFF-STREET LOADING SPACE DIMENSIONS IN OTHER COMMUNITIES**

	Class A			Class B		
	Length	Width	Height	Length	Width	Height
City of Vancouver	5.5 m	2.7 m	2.3 m	10.2 m	3.4 m	3.8 m
City of Toronto	6.0 m	3.5 m	3.0 m	11.0 m	3.5 m	4.0 m
City of Richmond	5.5 m	2.7 m	3.8 m	9.1 m	3.0 m	3.8 m

### Off-Street Loading Supply

Nanaimo's practice for off-street loading supply is consistent across most peer communities where supply requirements are organized by land use. Land use classes are often consolidated to acknowledge shared loading needs between similar land uses and simplify regulations for clarity and consistency.

Should the City decide that differentiated loading spaces are appropriate, loading supply requirements will need to be adapted to capture these new space types and their relationship to relevant land uses. Three examples of B.C. communities that apply this approach are noted below:

- **Vancouver** – specifies three classes of loading spaces to support different loading needs (Class A, B, and C), and allocates space requirements into twelve land use categories including dwelling, institutional, office, retail, and manufacturing, among others. The number of required loading spaces increases with development size.

- **Richmond** – Generalizes supply requirements into residential and non-residential uses. Class A loading spaces are only required for residential sites, along with Class B spaces in larger sites.
- **Esquimalt** – The draft Off-Street Parking Bylaw provides simplified loading space supply requirements for all multiple-family residential, commercial, industrial, and institutional land uses. Class A loading spaces are only required for residential uses. Like in Vancouver, minimum requirements are tied to development size.

**Section 3.7** highlights how the needs for off-street loading are linked to the City's approach to on-street loading at the curb. Depending on the desired approach to curbside management, and more specifically on-street loading and delivery, the City of Nanaimo may choose to adjust off-street loading requirements and to appropriately balance on- and off-street loading.

### 3.7 CURBSIDE MANAGEMENT

Traditionally used for parking, curbside space is increasingly being rethought as public space that may be managed to support a range of uses and activities. Given the competing needs for space, many communities are developing curbside management strategies to identify curbside priorities and ensure efficient and adaptable use of this important public resource that aligns with desired outcomes for mobility, urban design, economic development, and environmental sustainability, among others. This commonly includes parking and related activities, but also takes in sustainable transportation, shared mobility, greening and public space, among others.

#### POLICY + REGULATORY FRAMEWORK

The *Traffic and Highways Regulation Bylaw* is an integral component to the City's approach to on-street parking management. It provides regulations to on-street parking by providing specific restrictions and enforcement penalties for parking at various street locations.

Other on-street parking regulations and policies are contained within City Plan, Integrated Action Plan, and Transportation Master Plan. Some of these policies include:

- **C2.1.7** – Manage parking city-wide with a focus on right sizing parking to continue fulfilling key needs including access, loading, and pick-up for businesses; accessible parking for people with mobility or family needs; and EV parking, while recognizing that an overabundance of cheap and convenient parking tends to increase vehicle use and reliance.
- **L2E** – Consider varying parking requirements within mobility hubs; reducing general parking while increasing shared and bicycle parking and providing better pedestrian access and transit amenities. Support development of on- street parking where possible and support park once and walk concept.
- **P2B** – Explore parking restrictions on local streets adjacent to VIU, NRGH and other large parking generators that balance the needs of facility users and residents.

## CURRENT CONDITIONS

### Curbside Inventory

To better understand the extent of existing curb regulations the City of Nanaimo developed a GIS-based curb inventory. The various restrictions implemented through the *Traffic and Highways Regulation Bylaw* were digitized to their locations along Nanaimo's street network. Data collected through the inventory process will support decision-making on implementing new curb restrictions to support broader parking, mobility, and land use objectives by tracking changes in restrictions and identifying areas to test curbside management solutions.

The curbside inventory emphasizes that most of Nanaimo's curbs are currently unrestricted. The most complex regulatory environments are found in areas with more diverse land use contexts, such as Downtown Nanaimo, which features 15 different curb restrictions. Many of the other designated Urban Centres do not currently feature the same level of curbside management due to their existing land use and development patterns, where pressure on on-street parking and other curbside uses may be low at present.

### On-Street Pay Parking

On-street metered parking in Nanaimo is found in the downtown, and more recently the area around Nanaimo Regional General Hospital. The 95 metered parking spaces around the downtown are enforced Monday to Friday from 8 am to 5 pm and is free on evenings and weekends. Similar criteria apply around the Hospital, with restrictions also applying on Saturdays. On-street parking fees are consistent across the city, as shown below.

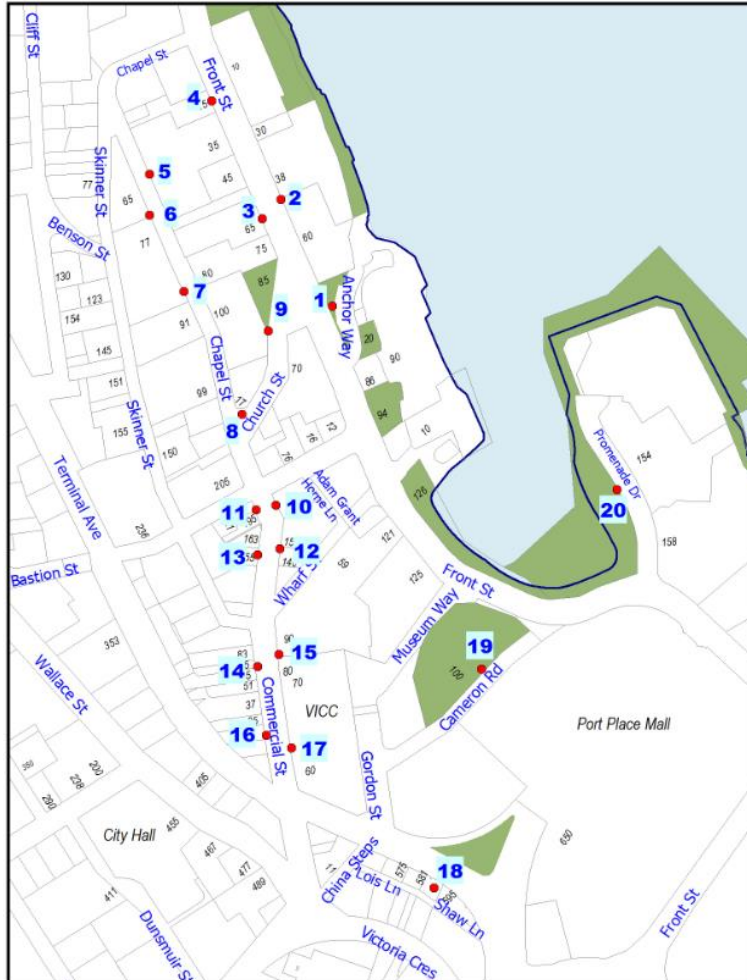
Minutes	Cost
12 minutes	\$0.25
1 hour	\$1.25
2 hours	\$2.50
Evenings & Weekends	Free

There are twenty (20) pay stations, indicated in **Figure 10** located around Downtown Nanaimo which process cash and credit transactions for pay parking spaces. Nanaimo's pay parking system does not tie a vehicle to a specific parking space but is based on the pay parking area and vehicle license plate number.

This system is also supported by the HONK application, which allows users to extend their stay without returning to their vehicle or a pay station. Payment for on-street parking near the hospital is being processed through the HotSpot Parking application, which exclusively

allows for digital and credit card transactions. Plans are currently in place to expand the HotSpot Parking application Downtown.

**Figure 10. On-Street Pay Parking Meters, Downtown Nanaimo**



On-street pay parking revenue between 2018 and 2024 totalled approximately \$1.35M. This amounts to approximately \$200,000 each year, with \$205,130 collected in 2023. In 2018, parking meters outside the Downtown Core were removed and replaced with 2-hour parking, thereby decreasing parking revenue in 2019. While on-street revenue has increased since 2021 following the Covid-19 pandemic, revenue has not yet reached pre-pandemic levels. This trend may be related to increased work from home opportunities and/or increased uptake of e-commerce, including food deliveries.

### Time-Limited Parking

Time-limited parking is found throughout Downtown Nanaimo, as shown in Figure 11, which is predominantly 2-hour parking. Like with priced parking, time limited zones



encourage shorter-stay parking in priority locations, and shift longer-stay vehicles to more peripheral locations.

There are instances when a vehicle requires parking on-street for an extended period. In these circumstances a Temporary On-Street Parking Pass can be purchased for the duration and location needed. Passes are \$10 per day, per space.

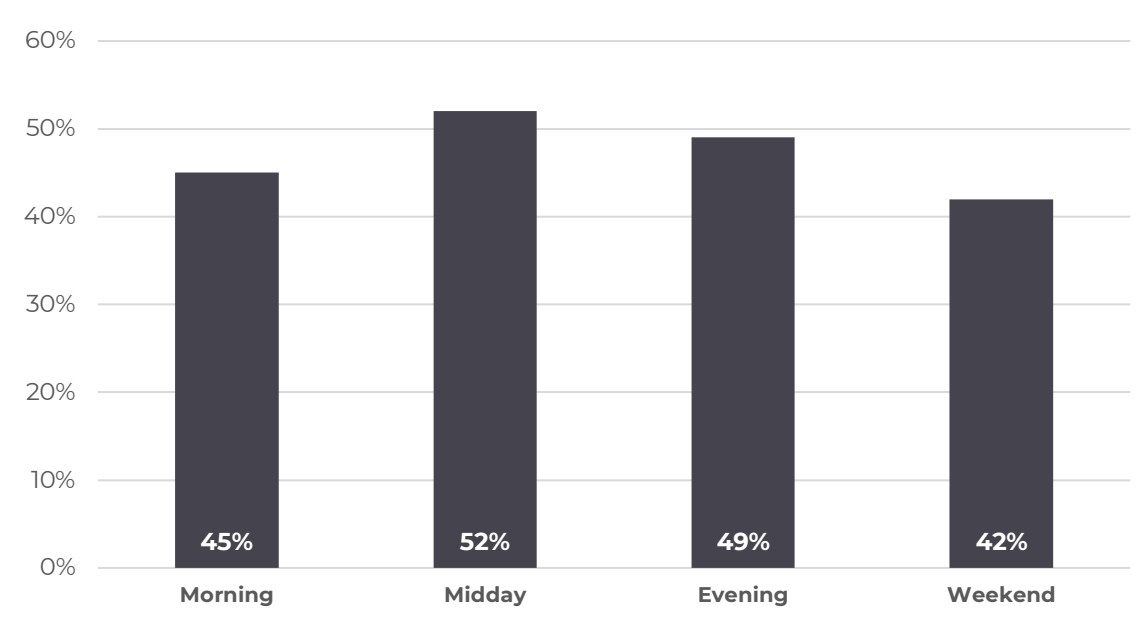
**Figure 11. Time-limited Parking Zones**



### On-Street Parking Occupancy

An on-street parking occupancy audit was conducted in Downtown Nanaimo in early February 2023 for morning, midday, and afternoon periods on Tuesday and Thursday, as well as 11 am to 1 pm on Saturday. As shown in **Figure 12**, overall parking utilization was highest during the midday hours of 11 am to 1 pm on weekdays (52%), followed by the afternoon weekday hours of 3-5 pm (49%). Parked vehicle occupancy was lowest on the weekend (42%).

**Figure 12. ON-STREET PARKING OCCUPANCY, FEBRUARY 2023**



Of the blocks with ten or more parking spaces, 20 blocks had peak parking occupancy 85% or greater. While these locations were functionally full (85%+) during at least one observation, this represents only 36% of the total blocks surveyed with more than ten spaces.

This data, if still consistent with occupancy trends today, shows that on-street parking is generally underutilized in Downtown Nanaimo. When analyzing utilization on blocks with pay parking, Front Street saw an 86% utilization rate on the weekend period between 11am and 1pm, and Commercial Street saw a 96% utilization rate between 11am and 1pm on weekdays. While these utilization rates are significant, non-pay parking spaces experienced similar utilization rates both in the morning, afternoon, evening and weekend periods. Therefore, there does not appear to be a clear correlation between on-street paid parking vs non-paid parking spaces and overall utilization rates in the Downtown.

These trends could show that either on-street parking restrictions (including pricing) are influencing driver behaviours and/or that overall demand for on-street parking is low relative to supply in Downtown. As such, there may be opportunities for the City to repurpose curb space for other high demand uses or to adjust on-street parking

management approaches to seek out optimal performance by implementing restrictions that concentrate on-street parking demand. This could include expanding pay parking beyond existing blocks, utilizing other restrictions discussed in this section, and/or increasing enforcement activities, among other options.

### **Residential Parking**

The City administers a residential parking pass program on 33 blocks throughout Nanaimo. These passes allow residents to park for 24 hours in otherwise time restricted blocks. Signage indicates the presence of a resident exempt parking areas on that block. The majority of resident parking zones are focused around the periphery of Downtown and Nanaimo Regional General Hospital, where demand for on-street parking is high relative to other areas.

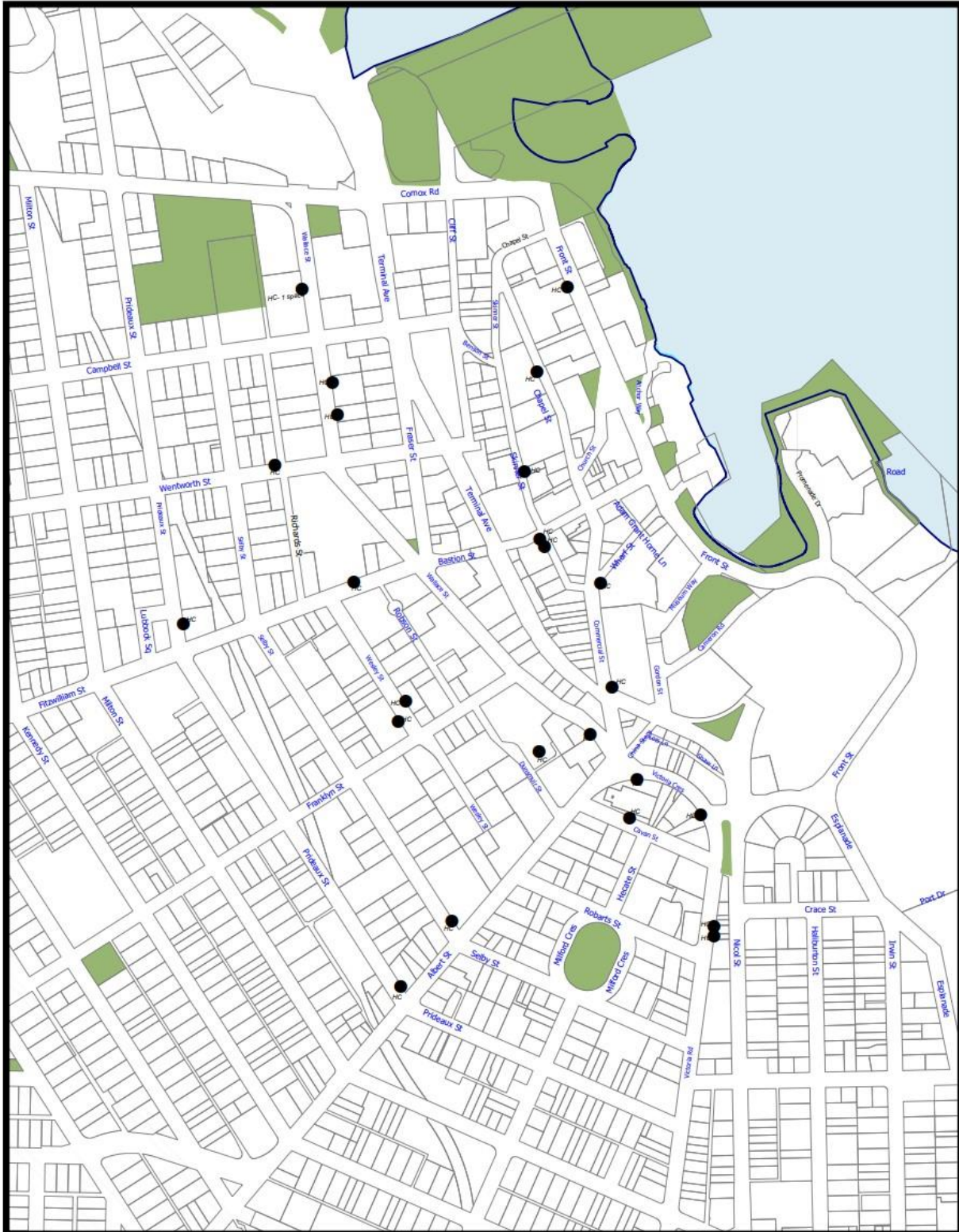
Residents must apply for a residential parking pass online by selecting their parking zone and proving residency and vehicle ownership and there is currently no fee for residential parking passes.

### **Accessible Parking**

Drivers displaying a valid accessible parking tag, issued by the Nanaimo Disability Resource Centre or the Social and Planning Resource Council of B.C. (SPARC), are eligible to park in any of the designated disabled parking spaces on-street or off-street. Should there be no available disabled parking spaces, tag holders may park for free in any public space or lot that is not reserved, for the designated time displayed in the area. It should be noted that the City has had issues with cars posting an accessible placard staying in parkades indefinitely.

Publicly accessible parking spaces in Downtown Nanaimo are located in the areas shown in **Figure 13**. The City may consider increasing the number of accessible parking spaces and areas where on-street accessible parking spaces are located to not just within Downtown, but other key destinations such as the other Urban Centres and TOAs across the City. This will likely become more prevalent as competition for curb space in these areas increases due to new development, and dedicating curb access for people with accessibility needs will be an important consideration.

FIGURE 13. ON-STREET ACCESSIBLE PARKING SPACES, DOWNTOWN NANAIMO





### **Micromobility**

In 2024, the City launched its pilot for an e-bike sharing program through Evolve. The pilot includes 100 dockless e-bikes spread throughout Nanaimo. All bicycles must be returned to one of the parking zones which are found around Downtown, and other destinations areas such as Vancouver Island University and Nanaimo Regional General Hospital. E-bike users are charged by the minute (\$0.35) or hour (\$12.99), which can be lowered to \$0.10 per minute with the purchase of a monthly subscription (\$9.99).

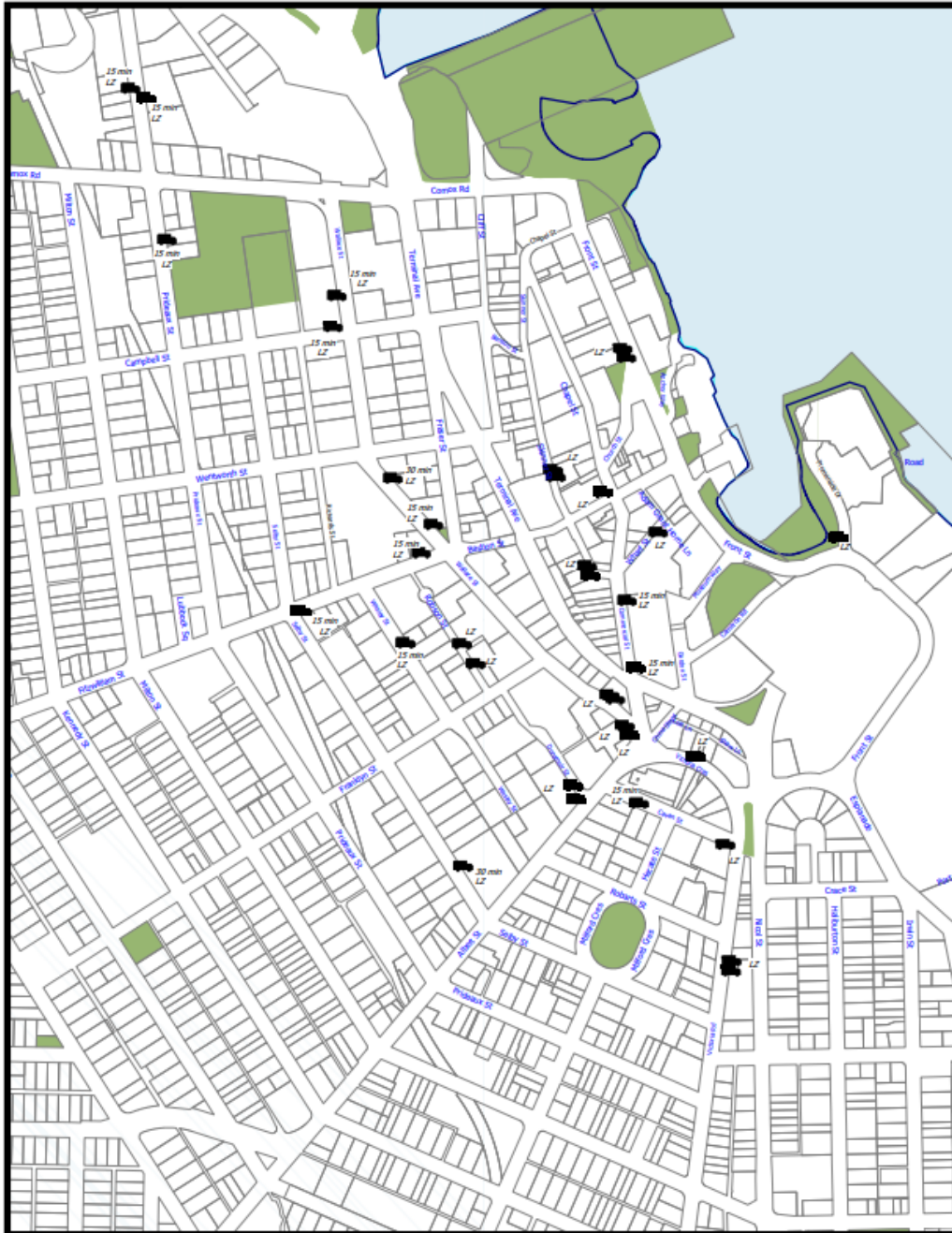
Additionally, the City was included as part of the Province's three-year e-kick scooter pilot project in 2021. Since then, the program has been extended and the City has chosen to regulate and allow e-scooters through the *Traffic and Highways Regulation Bylaw*.

### **On-Street Loading**

The *Traffic and Highways Regulation Bylaw* regulates commercial and hotel loading zones in Nanaimo. Commercial loading zones are located at various locations throughout Downtown Nanaimo. Vehicles can be parked for no more than 15 minutes and must display a commercial vehicle license decal to be able to temporarily park in these zones. Hotel loading zones are exclusively for hotel use and follow similar restrictions as commercial loading zones.

**Figure 14** shows the on-street commercial loading zones currently available in Downtown Nanaimo.

FIGURE 14. ON-STREET COMMERCIAL LOADING ZONES, DOWNTOWN NANAIMO



Commercial loading has become a contentious issue in Nanaimo due to community frustration with large delivery vehicles stopping in non-loading zones for extended periods. As there are no designated delivery and loading zones in residential areas of the City, residents often cannot access their properties when large vehicles are parked on narrow streets and often block driveways, bike lanes and parkade entrances.

Unlike other communities, the City does not currently require commercial vehicles to acquire a permit, decal, or license to access commercial loading zones. This means that the value of curb space used for loading zones is not being directly captured by the City.

There is an opportunity for the City to evaluate current loading approaches and consider how the provision of off-street loading spaces impacts availability of on-street loading spaces. As the elimination of parking minimums in TOAs and potential of reduced parking minimums in Downtown and urban centres progresses, there will be a greater need for on-street loading zones to accommodate the increase in delivery vehicles.

## **BEST PRACTICES + CASE STUDIES**

### **Curbside Management**

Traditionally used for parking, curbsides are transforming into valuable space for people and businesses for many different uses, such as transit, food trucks, seasonal and year-round patios, parklets, electric vehicle charging, events, commercial loading zones, accessible parking zones, active transportation and more. Given the competing needs for space, many communities are developing curbside management strategies to identify curbside priorities and ensure efficient and adaptable use of this important public resource that aligns with desired outcomes for mobility, urban design, economic development, community building, and environmental sustainability, among others. While the mix of curb uses differs across communities and corridor contexts, an approach to curbside management that prioritizes transit, active travel, and business uses through on-street parking reductions has become increasingly common across North American cities alongside a growing recognition that the traditional approach to curbs should change.

Curbside management policies will be needed to facilitate this increased demand, particularly as it relates to the impacts of changing off-street parking regulations, if fewer developments are required to provide vehicle parking. In many cases, on-street parking pressures can require new management approaches be reallocated without negatively impacting drivers or businesses.

Many communities have started their process of curbside management through the development of “curb management frameworks” that helps to identify the policies, plans, fees, and regulations required for city staff, developers, operators, businesses, and the public. The framework could guide the details on how to apply for a passenger loading zone, show a business how to get a permit for a parklet or provide bicycle parking, and tell staff how departments can modify or remove curb regulations to support the diverse functions of the curb.

Creating a framework helps to prioritize the various functions of the curb, which are summarized at a high-level on the following page.

# Typical Curbside Functions

Function		Uses
<b>Mobility</b>	The movement of people and goods, including sidewalks, bicycle lanes and protected bikeways, dedicated bus or light rail/streetcar lanes, and general-purpose vehicular travel lanes	<ul style="list-style-type: none"> <li>• Sidewalks</li> <li>• Bike lanes</li> <li>• General purpose travel lanes - includes freight</li> <li>• Right-or left-turn only lanes</li> <li>• Bus lanes</li> </ul>
<b>Access for People</b>	People arriving at their destination or transferring between different modes of transportation. This includes transit stops, passenger loading/unloading zones, taxi zones, short-term parking, bicycle parking, and curb extensions.	<ul style="list-style-type: none"> <li>• Bus stops</li> <li>• Bike parking</li> <li>• Ride-hailing</li> <li>• Passenger load zones</li> <li>• Short-term parking</li> <li>• Taxi zones</li> </ul>
<b>Access for Commerce</b>	Goods and services reaching their customers and markets primarily through commercial vehicle or truck loading zones.	<ul style="list-style-type: none"> <li>• Commercial vehicle loading</li> <li>• Truck load zone</li> <li>• Delivery / courier</li> </ul>
<b>Activation</b>	Provision of vibrant social spaces that encourage people to interact and congregate. Uses that drive activation include food trucks, restaurant patios or sidewalk cafes, parklets, public art installations, seating, and street festivals (including farmers markets).	<ul style="list-style-type: none"> <li>• Seating</li> <li>• Patios, parklets</li> <li>• Food trucks</li> <li>• Public art</li> <li>• Street festivals, temporary events</li> </ul>
<b>Greening</b>	Enhancements to aesthetics as well as environmental health via planted boulevard strips, street trees, planter boxes, rain gardens, and bio-swales.	<ul style="list-style-type: none"> <li>• Boulevards, curb extensions</li> <li>• Street trees</li> <li>• Planter boxes</li> <li>• Rain gardens / bio-swales</li> </ul>
<b>Storage</b>	Provision of storage for vehicles and equipment, including bus layover spaces, reserved spaces for specific uses such as police or government vehicles, short-term vehicle and bicycle parking, longer-term on-street parking, and construction vehicles.	<ul style="list-style-type: none"> <li>• Bus layover</li> <li>• Long-term parking</li> <li>• Reserved spaces</li> <li>• Construction</li> </ul>



Seattle, WA and Atlanta, GA are two communities that have been leaders in creating and executing curbside management plans.

The City of Atlanta developed a *Curbside Management Action Plan* for their Downtown and Midtown.<sup>8</sup> The Action Plan aims to better organize and optimize the curb for mobility, safety, and equity by establishing curb typologies to guide curb allocation by prioritizing specific uses by corridor type. Corridor types vary by context within the city, with curb use activities prioritized differently for each curb type. Curb use activities have generally been categorized as People / Green Space, Mobility Space, Passenger Access Space, Delivery Access Space, and Storage Space, each with a listing of the specific activities that may be carried out within those spaces. For example, the Commercial Mobility typology prioritizes mobility for all modes over other right-of-way functions, due to the lack of ground-floor retail requiring on-street parking and loading or activated spaces for people. This typology allows for transit-priority infrastructure and bicycle lanes to be accommodated alongside vehicle travel lanes.

The City of Seattle has implemented “Flex Zones,” which are curb areas that allow for multiple uses including commercial deliveries, parklets, taxi zones and on street parking at various times of the day or seasons.<sup>9</sup> Critical uses (such as transit stops, bikeways) are assigned, followed by other supportive uses (bike share stations, commercial loading); then, the remainder of curb space can be allocated to public space uses. The hierarchy of flex zone functions are prioritized based on surrounding land uses.

For example, on commercial streets, the City first accommodates key infrastructure followed by freight and passenger loading over metered parking. Long-term commute parking is generally not supported.

Flex zone priorities are set so that Seattle streets can safely and efficiently connect and move people and goods to their destinations while creating inviting spaces within the right-of-way.

### **Residential Parking**

Reviewing residential parking requirements is another way the City of Nanaimo can manage on-street parking supply. Two Canadian examples where residential permit programs have been successfully rolled out include Ottawa, Ontario and St. John's, Newfoundland. Here, residents must demonstrate that they have no access to off-street parking to qualify for a residential parking permit. Still, the City can retain the right to not issue a resident parking permit in certain areas and circumstances.

In Toronto, a priority ranking system classifies applications for residential parking permits into one of three levels, depending on each resident's degree of actual need for an on-

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<sup>8</sup> <https://www.atlantadowntown.com/cap/areas-of-focus/transportation/curbside-management>

<sup>9</sup> <https://www.seattle.gov/transportation/projects-and-programs/programs/parking-program/parking-regulations/flex-zone/curb-use-priorities-in-seattle>

street parking space. The higher the need for an on-street parking space, the lower the cost of the permit.

The City of Calgary has developed a Residential Parking Permit (RPP) Program where Calgarians can request in busy residential areas where parking is in high demand due to a nearby parking-generating use. Residential parking restrictions are implemented by resident request once 80% of a block supports the restriction. The City of Calgary established different types of permits and regulations for different building types:

- Standard Residential Permit for residential houses and low-profile multiple-residential buildings;
- Large multiple-residential buildings built before 1945 or small multiple-residential buildings (less than four stories or 20 or fewer dwelling units);
- Large multiple-residential buildings built after 1945.

Permit fees vary based on building type, number of permits needed, location in Calgary, and income status.

**Table 10** below indicates the cost of residential parking permits annually in comparative communities:

**TABLE 10. RESIDENTIAL PARKING PERMIT FEES IN COMPARATIVE COMMUNITIES**

Community	Permit Cost (annual)
City of Toronto	\$22.19 - \$89.74 (monthly)
City of Ottawa	\$750 (option for seasonal permits)
City of St. John's	\$27.50
City of Vancouver	\$66-\$132.03 (with exception of West End neighbourhood at \$449.34)
City of Calgary	\$30 - \$105

Communities recognize the affordability, and equity impacts that residential parking fees can impose on residents. In response to affordability concerns, the City of Vancouver has developed criteria for low-income households to apply for a permit at the non-market exempt rate if they meet any of the following criteria:

- Enrolled in an eligible income assistance program.
- Considered low income with a net family income of \$45,000 (individual) or \$60,000 (combined).
- Have a child (17 years or below) who identifies as having a disability.

An RPP zone has more drawbacks for residents compared to a Resident Permit Only (RPO) zone. For instance, guest parking is not currently permitted. It does allow for simpler enforcement, particularly with new technology such as license plate reading cameras. With

the development of clearer criteria and rationale to allow a street to qualify for RPP status, and potential increases in the costs of permits to sufficiently value and manage the curb space and discourage misuse, this program could be more widely extended into other residential areas of the city.

### On-Street Pay Parking

Parking pricing is perhaps the most effective approach to managing parking behaviours. Compared with unpriced parking, cost-recovery parking typically reduces affected parking demand and vehicle trips by 10-30%, and sometimes more if implemented in conjunction with alternative mode improvements (walking, bicycling, ridesharing, and public transport).<sup>10</sup>

Prices can be structured to achieve various objectives, including recovering infrastructure costs, managing travel demand, and generating revenue. **Table 11** below compares public parking pricing in similar communities, demonstrating that Nanaimo's hourly rates (\$1.25 per hour) are low relative to mid-sized communities such as Halifax and Kelowna, and more so against larger centres like Calgary and Vancouver.

**TABLE 11. COST OF PUBLIC PARKING IN COMPARATIVE COMMUNITIES**

Community	Cost of Public Parking (Hourly)
Nanaimo	\$1.25
Victoria	\$1.50 - \$3.50
Vancouver	\$1.00 - \$6.00
Calgary	\$1.50 - \$4.75
Kelowna	\$1.50 - \$4.00
Toronto	\$1.00 - \$5.00
Halifax	\$1.25 - \$3.75

### Expanding Pay Parking Zones

Given that on-street parking is found in a limited area of Downtown Nanaimo and recently around the hospital, an important consideration moving forward will be how to evaluate the need to expand priced on-street parking as the city grows and changes.

- **Surrounding Land Use** – Priced parking is typically most effective in commercial or mixed-use areas where available parking spaces are valuable for customers and visitors. In residential areas, other tools can be used to price and restrict on-street parking such as residential parking permits.

<sup>10</sup> Litman, L (2023). *Parking Pricing Implementation Guidelines*. Victoria Transport Policy Institute.

- **Parking Utilization and Turnover** – Since priced parking seeks out to make on-street parking available to people when and where they need it, it is important to first understand if charging for parking is necessary. If parking occupancy consistently exceed 85% or higher on a particular street or defined area, additional restrictions should be considered.
- **Existing Parking Restrictions** – Identifying what restrictions have been imposed on on-street parking in the areas being considered for priced parking and understanding their effectiveness in achieving the desired outcomes. If time limitations have already been reduced to one (1) hour or less, and utilization and turnover objectives have not been met, priced parking is likely to support improved outcomes.
- **Compliance** – Monitoring the number of tickets or complaints in the subject area to identify the effectiveness of existing restrictions.

Typically, on-street parking restrictions would progress from unrestricted to different time limited restrictions, before introducing pay parking. This allows for a logical progression that is easy to communicate to the public, local businesses, and other stakeholders, while also showing a clear methodology relative to parking occupancy.

### Pricing Systems

Dynamic pricing is a pricing strategy used to adjust parking rates based on customer demand. Dynamic pricing in parking can be approached in two ways:

- Rates are fixed during a specific time period and/or day, with the rates raised during peak occupancy and lowered during downtimes.
- Rates are fully dynamic, fluctuating in real time based on supply and demand. This approach requires using technology such as sensors or integration with app-based solutions.

Dynamic pricing presents an opportunity for the City of Nanaimo to increase parking revenue by charging higher parking prices for the same number of parking spaces. Additional revenue can be reinvested into local infrastructure. Dynamic pricing also maximizes space utilization. By adjusting the price based on real-time information, the City can create behaviour change by motivating drivers to use other modes of transportation. This would require significant investment in new technologies and staffing to be able to support dynamic pricing through real-time information. Alternatively, the City could consider variable pricing that reflects known trends in demand throughout a day, week, or season, which does not require the same level of resources as truly dynamic pricing.

## On-Street Loading

The rise in deliveries has impacted urban logistics and created competition for curbside space. Modern approaches to accommodate and adapt to demands for commercial loading space are identified below.

Using technology and existing infrastructure, the City could explore the implementation of a smart parking reservation system to allow trucks, passenger vehicles, on-demand delivery, or ride-hailing vehicles to find and reserve available parking spaces to save time and reduce emissions related to cruising and dwell time.

An example of using technology to support efficient loading was found in the City of Seattle where they studied the use of real-time curb availability technology by providing delivery drivers with a mobile app. The data collected showed that when curb availability information was provided to drivers, their cruising for parking time significantly decreased by 28%, and their cruising distance decreased by 12%. These results demonstrate the potential for implementing intelligent parking systems to improve the efficiency of urban logistics systems.<sup>11</sup>

Research in several communities in the U.S., including Seattle, Columbus, and Austin, has demonstrated that when providing commercial drivers with technology that shows real-time parking availability, they will use this information, which contributes to reduced congestion and dwell time.

Further, by providing incentives or creating requirements through the *Traffic and Highways Regulation Bylaw*, the City could encourage off-peak delivery to ease peak demand on the curb and redistribute freight demand throughout the day. Off-peak delivery has the potential to alleviate peak period congestion, improve efficiency of deliveries and reduce emissions but is often not implemented due to concerns about noise for residents living near the businesses.

During the 2010 Vancouver Olympics, the City of Vancouver reduced truck volume in the downtown area by 37% by instituting off-peak deliveries. Further, off-peak delivery pilots in New York City and Stockholm found that the speed at which deliveries were able to be made at night meant that trucks were available for additional deliveries, thereby reducing the need for a larger fleet.<sup>12</sup>

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<sup>11</sup> Dalla Chiara G, Krutein KF, Ranjbari A, Goodchild A. Providing curb availability information to delivery drivers reduces cruising for parking. *Sci Rep*. 2022 Nov 11;12(1):19355. doi: 10.1038/s41598-022-23987-z. PMID: 36369268; PMCID: PMC9652335.

<sup>12</sup> H.K. Truck Center. The Benefits of Off-Peak Delivery. <https://hktruck.com/benefits-of-off-peak-delivery/>

## Accessible Parking

Ensuring an appropriate supply of accessible parking is critical to ensuring that appropriately designed parking spaces are available on-street for people with accessibility needs, where they need them. Based on the inventory of curb restrictions, approximately 2.5% of the total curb space in Downtown Nanaimo is dedicated to accessible parking, excluding areas that do not permit stopping or parking.

Best practice suggests that maintaining approximately 4% of all on-street parking spaces as accessible parking spaces is recommended.<sup>13</sup> Further investigation is required into the distribution of accessible parking, however initial analysis would suggest that a greater supply may be required downtown. Similar standards should be considered in other areas, where feasible, particularly as demand for curb space increases in high growth centres, and pressure on conventional and accessible parking spaces increases.

Design specifications for accessible parking spaces that meet or exceed current best practice as identified in the Canadian Standards Association (CSA) are outlined in **Section 3.2**. Similar design standards for access, pavement markings, signage, and other characteristics should also apply to public on-street accessible parking and should be referenced as a design guide for these spaces in Nanaimo.

**Figures 15-18** show a sample of existing on-street accessible parking spaces in Downtown Nanaimo. These examples show a mix of design elements that partially align with best practice. Most spaces either have a dedicated curb ramp or are located near a corner to provide access to a nearby curb ramp. Only two of the four examples shown have been updated with the Dynamic Symbol of Access on both signage posts and additionally, none of the spaces contain the Dynamic Symbol of Access on the pavement. The City should consider updating the remainder of its public on-street accessible parking spaces to:

- Indicate the Dynamic Symbol of Access on pavement
- Using hatching to clearly demarcate the rear and side access aisles
- Paint the curb space blue

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<sup>13</sup> Americans with Disabilities Act (ADA). Retrieved from <https://www.ada.gov/topics/parking/>



**FIGURE 15. ON-STREET ACCESSIBLE PARKING SPACE, WHARF STREET AND COMMERCIAL STREET**



**FIGURE 16. ON-STREET ACCESSIBLE PARKING SPACE, ALBERT STREET AND SELBY STREET**





**FIGURE 17. ON-STREET ACCESSIBLE PARKING SPACE, BASTION STREET AND SKINNER STREET**



**FIGURE 18. ON-STREET ACCESSIBLE PARKING SPACE, CAVAN STREET AND HECATE STREET**



### 3.8 PUBLIC PARKING FACILITIES

This section focuses on public parking facilities which refers to city-owned facilities and lots, rather than traditional on-street parking spaces. It summarizes Nanaimo's supply of public parking assets and revenue as well as compares existing parkade features and amenities to those in peer communities across British Columbia.

#### POLICY + REGULATORY FRAMEWORK

The only City policy support for updating loading space requirements is the following *City Plan* policy:

- **C2.1.7** – Manage parking city-wide with a focus on right sizing parking to continue fulfilling key needs including access, loading, and pick-up for businesses.

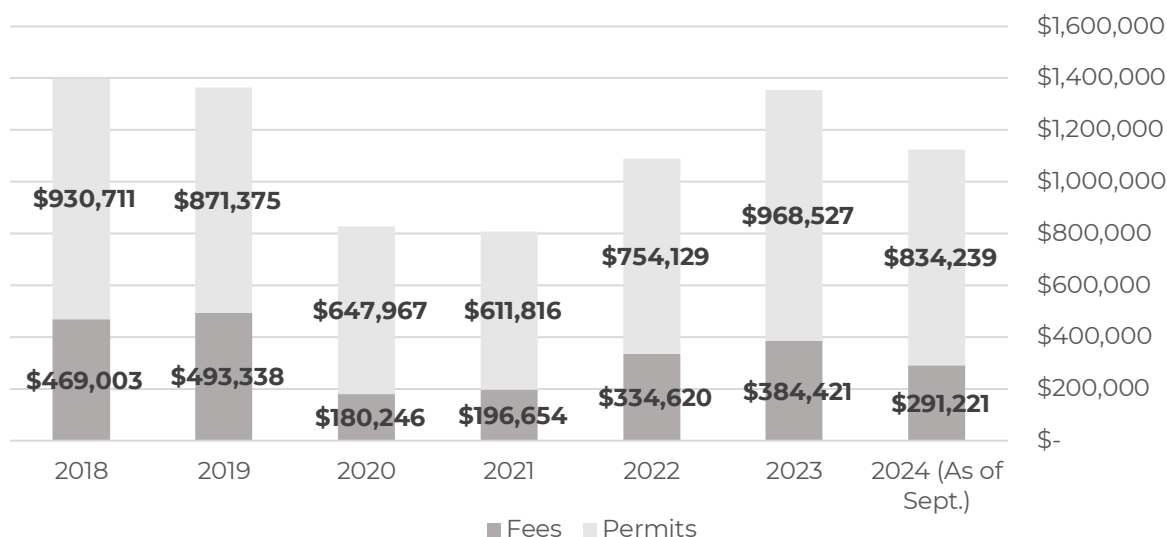
#### CURRENT CONDITIONS

The City of Nanaimo currently manages several off-street public parking assets around Downtown Nanaimo. This includes three major parkades with a combined 901 total parking spaces, along with four public parking lots that feature 202 parking spaces.

Most of these public parking facilities (except for the Prideaux Street Lots) require a daily fee or the purchase of a monthly pass. Long-term monthly permits eliminate the need to choose each day how the individual will travel and instead encourages driving to reduce the per day cost of the permit. Payment in City parkades can be processed for both cash and credit, and the Honk mobile application also functions to extend stays in public parking facilities, like it does for on-street parking.

Total revenues from these facilities between 2018 and 2024 (September) was approximately \$7.97M, of which 71% is from monthly permit revenue. Year-over-year revenue trends are shown in **Figure 19** below. The impact of the COVID-19 pandemic on off-street parking demand, and therefore revenue is evidenced by a 40% decrease in revenue between 2019 and 2020.

Figure 19. PUBLIC PARKING FACILITY REVENUE, 2018-2024 (YTD)



When looking more closely at the individual parkades and lots in **Table 12**, the average revenue per space between 2018 and 2024 is relatively consistent. The Harbour Front parkade is an outlier, with revenue per space approximately 2.5 times greater than any other facility. In 2023, both the Harbour Front and Vancouver Island Conference Centre met their capacity for monthly parking permits, which cost \$110 per month in each location. Monthly permits in off-street lots are less expensive, currently \$60 per month.

Table 12. SUMMARY OF PUBLIC PARKING FACILITIES & REVENUE GENERATION

Public Parking Facility	Number of Parking Spaces	Total Revenue (2018-2024)	Revenue Per Parking Space
<b>Parkades</b>			
Vancouver Island Conference Centre	308	\$1,625,702	\$5,401
Harbour Front	301	\$4,044,339	\$13,131
Bastion Street	292	\$1,404,001	\$4,808
<b>Parking Lots</b>			
Wallace and Wentworth Lot	59	\$328,666	\$5,571
Cavan Street Lots	82	\$442,602	\$5,398
Selby Street Lot	24	\$122,957	\$5,123
Prideaux Street Lots	37	No fees	No fees

Hourly fees for all parkades and off-street lots are consistent, with the first hour being across Nanaimo's public parking facilities free before pricing takes effect, except in the Prideaux Street Lots, which are free all day. There is some increase in hourly rates depending on the amount of time parking in a parkade or lot, beyond which flat rates for extended stays are triggered:

- Second hour - \$0.75 per hour
- 3-8 hours – \$1.25 per hour
- 9-12 hours – \$7.00 flat rate
- 13-24 hours - \$9.00 flat rate

Compared to on-street pay parking, which costs \$1.25 for one hour and \$2.50 for two hours, parkades cost only \$0.75 for the first two hours of parking. This offers a financial incentive for drivers to use off-street public parking facilities compared to on-street pay parking. Depending on the City's desired approach to curbside management, this may continue to be sustainable, however this relationship to overarching priorities and non-priced on-street parking should also be integrated in the conversation.

### **Public Electric Vehicle Charging**

The City owns and maintains public Level 2 EV chargers at City parks and parkades. These stations are located at the Oliver Woods Community Centre, Beban Park, Bowen Park, Maffeo Sutton Park, Merle Logan Field and Nanaimo City Hall. Two additional Level 2 charging spaces are found within Harbourfront Parkade and Port of Nanaimo Centre Parkade. As of June 1, 2024, the City implemented new fees associated with active charging at public facilities between 6am and 10pm. Connection fees are now \$0.025 per minute for the first 120 minutes, and \$0.07 per minute for each subsequent minute.

### **Accessible Parking**

Like with on-street parking, vehicles displaying a valid accessible parking permit are allowed to park without time restrictions in off-street parking facilities in Nanaimo. Potential issues have also been noted on the permitted duration of parking for tag holders, with instances of vehicles being parked indefinitely in City facilities. This could lead to challenges of managing the overall public off-street parking supply when vehicles are not moved from time to time to allow for general turnover, facility maintenance, and other important considerations.

## BEST PRACTICES + CASE STUDIES

This section highlights practices in peer communities in B.C., to understand what infrastructure, space use limitations, and pricing is being applied elsewhere.

### City of Victoria

The City of Victoria's public parkades offer more than 1,800 individual parking spaces. Some of the key characteristics of Victoria's off-street public parking facilities are the following:

- **Parking Pricing** – Hourly pricing for parkades is \$2.50 an hour.
- **Time Limitations** – Some parking spaces in public parkades are time-limited to promote turnover in these spaces, while also offering available parking for local businesses. In all parkades, some spaces are free for one hour, while others permit a maximum of 3 hours in that space.
- **Accessible Parking** – Accessible parking spaces are available at each parkade.
- **EV Charging** – EV charging stations are available at all City parkades. Charging is permitted up to three hours, with fees charged for the amount of power used in addition to any additional parking fees. Long-stay (Level 1) charging is also permitted on the upper floors of several facilities.
- **Shared Vehicle Parking** – Car share operators in Victoria (Evo and Modo) have access to parking spaces in public parkades. For Modo, this includes reserved parking spaces for vehicle pick-up and return, while Evo vehicles can be dropped off in any parking space free of charge.
- **Bicycle Parking** – Free long-term covered bicycle parking is offered in all parkades, typically with basic design including a fenced-in bicycle enclosure with ground-anchored racks.
- **Real-time Occupancy Monitoring** – Real-time information on the availability of public parkade spaces is available through the City of Victoria website. This includes a parkade-by-parkade breakdown and occupancy for specific spaces such as accessible parking and time-limited parking.

### City of Kelowna

In Kelowna, public parkades and off-street lots provide short- and long-term parking options, along with event parking.

- **Parking Pricing** – Pricing applies from 9 a.m. to 5 p.m., Monday to Friday, except during special events where parking is free. Hourly rates in parkades are \$1.25 and the daily rate is \$7.00. In short-term lots, the hourly rate is \$1.50.
- **Monthly Permits** – Like in Nanaimo, Kelowna allows for monthly permit purchases. Random monthly permits cost \$96.50 per month and do not reserve a specific

space for the user. Reserved parking permits are more expensive, \$179.50 per month, to guarantee the same parking space.

- **EV Charging** – Level 2 EV chargers are available at all public parkades, with a rate of \$1.25 per hour. While most parkades have Level 2 chargers available, the Museum Parking Lot offers two Level 3 chargers at \$0.26 per minute of charging.
- **Accessible Parking** – Accessible parking permit holders may park at no charge in City-owned parking lots or in on-street accessible parking spaces. Posted time restrictions (two hours max) don't apply to permit holders.
- **Bicycle Parking** – Secure bicycle rental lockers are available in two parkades. Bike lockers cost \$15 per month to reserve.



## 4.0 CLOSING

### 4.1 SUMMARY OF POTENTIAL DIRECTIONS

The following are preliminary regulatory and best practice recommendations for consideration. These recommendations will be evaluated and discussed further in the next phase of the project and addressed through the Key Directions Report.

#### Off-Street Parking

- Evaluate different approaches to off-street vehicle parking supply rates that integrate land use, mobility, and other directions provided in City Plan.
  - Most notably, this may include consideration of parking supply requirements for Urban Centres that are unique from the rest of the City, including potential to eliminate minimum parking requirements in Urban Centres, similar to recent changes in Transit Oriented Areas (TOAs) resulting from Provincial legislation.
  - Consideration is also to be given to public parking management approaches necessary to address any spillover impacts where significant decrease or elimination of off-street parking minimums is contemplated.
- Review the units used to measure vehicle parking supply requirements to ensure they are consistent and implementable as regulation.
- Consider updates to the shared parking regulation, including review of supply reduction (%) that may be achieved through shared parking and possible removal of select land use from consideration for shared parking.
- Review cash-in-lieu of parking regulations to better align rates with the value of unbuilt parking spaces and geographically expanded more broadly through the community.
  - Consideration is to be given to cash-in-lieu relative to any significant change in off-street parking supply requirements, as well as how cash-in-lieu is to be pursued relative to the City's approach to parking variances.
- Assess the need to update standard parking space dimension requirements, particularly space length, to encourage efficient parking area design and parking layouts in Urban Centres that support density and housing objectives.

#### Accessibility

- Review the overarching approach to off-street accessible parking supply requirements to respond to changes to off-street vehicle parking supply rate requirements and maintain an appropriate level of accessible parking provision.

- Align off-street accessible parking design requirements to *Canadian Standards Association* guidance.
- Integrate van-accessible parking design standards into the *Off-Street Parking Regulations Bylaw*.
- Include mobility scooter supply and design requirements in the *Off-Street Parking Regulations Bylaw*.

### **Bicycle Parking**

- Explore opportunities to require short- and/or long-term bicycle parking in more land uses to support increased cycling mode share.
- Increase bicycle parking supply rates for select land uses, with reference to supply rates in other communities and the City's desired cycling mode share target.
- Pursue unique bicycle parking supply requirements for areas without minimum parking requirements to ensure increased bicycle parking supply to match anticipated reliance on non-vehicular travel options.
- Adopt regulations or guidelines for non-standard (oversized) bicycle parking.
- Adjust long-term bicycle parking dimensions to meet BCAT guidance by increasing aisle width.
- Allow for two-tiered (stacked) bicycle parking configurations in long-term bicycle parking areas and a maximum proportion of long-term bicycle parking spaces that can be wall-mounted.
- Introduce supply and design requirements for cycling end-of-trip facilities in commute land uses (i.e., showers, changeroom, lockers).

### **Transportation Demand Management**

- Expand TDM requirements in addition to bicycle parking requirements.
  - Consider baseline TDM requirements in areas with significantly reduced or eliminated minimum parking supply requirements (i.e., TDM required regardless of proposal).
  - Consider incentive-based TDM approach in other areas (i.e., parking supply reduction achieved where TDM provided).

### **E-Mobility**

- Increase requirements for charging infrastructure in long-term bicycle parking to support e-bike charging.

### Off-Street Loading + Delivery

- Pursue requirements for conventional vehicle sized loading spaces to support short-term parking and retail delivery in select uses (i.e., meal delivery, online retail delivery, etc.).
- Consider off- and on-street loading approaches, with corresponding adjustments to off-street loading supply rates.

### Curbside Management

- Establish a curbside space allocation framework and policy to guide operational decisions about how curbside space is allocated.
  - The focus for curbside management should be on areas that are subject to significantly reduced or eliminated off-street parking supply requirements (i.e., TOAs, Urban Centres).
  - Curbside management approaches may also be considered in residential areas of high demand and/or where off-street parking spillover occurs.
- Explore dynamic parking management approaches to paid parking and time limitations that reflect demand patterns.
- Complete a fulsome review of existing on-street accessible parking spaces to determine where retrofit is required to align with design best practice, and accessible parking supply should be increased.
- Pursue a more formalized approach to on-street loading activities, including consideration of how off-street loading provision impacts on-street loading needs.

### Public Parking Facilities

- Review off-street public parking to complement on-street parking management practices.
  - Consider on- and off-street public parking pricing to encourage use of off-street parking.
  - Consider hourly and daily parking in-place of monthly parking permits to encourage sustainable travel options.
- Evaluate opportunities to expand the availability of supporting infrastructure and amenities in public parking facilities, such as bicycle parking and EV charging.

## 4.2 NEXT STEPS

Next steps in the Parking Review + Bylaw Update process include further analysis and conversation leading to the preparation of the Key Directions Report. This document will include a series of recommended changes to the City's parking regulatory environment, including a full account of options and the implications associated with key changes.

# URBAN SYSTEMS

**NANAIMO PARKING REVIEW + BYLAW UPDATE**

# **Engagement + Options Assessment**

**City of Nanaimo | June 2025**

**URBAN**  
SYSTEMS

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# CONTENTS

<b>1.0 OVERVIEW .....</b>	<b>1</b>
1.1 PROJECT PROCESS.....	2
1.2 WHY IS PARKING MANAGEMENT IMPORTANT? .....	3
<b>2.0 COMMUNITY ENGAGEMENT .....</b>	<b>4</b>
2.1 ENGAGEMENT ACTIVITIES + PARTICIPATION.....	4
2.2 WHAT WE HEARD.....	5
<b>3.0 POLICY DIRECTIONS .....</b>	<b>6</b>
<b>4.0 PRELIMINARY RECOMMENDATIONS + OPTIONS .....</b>	<b>11</b>
4.1 VEHICLE PARKING SUPPLY .....	15
4.2 TRANSPORTATION DEMAND MANAGEMENT .....	20
4.3 BICYCLE PARKING.....	21
4.4 ACCESSIBLE PARKING.....	22
4.5 CASH IN-LIEU OF PARKING.....	23
4.6 OFF-STREET LOADING .....	24
4.7 CURBSIDE MANAGEMENT.....	24
<b>5.0 CLOSING .....</b>	<b>26</b>
5.1 SUMMARY OF RECOMMENDATIONS.....	26
5.2 NEXT STEPS.....	28

APPENDIX A.

## COMMUNITY SURVEY SUMMARY

APPENDIX B.

## RELEVANT CITY OF NANAIMO POLICIES + ACTIONS

APPENDIX C.

## TRANSIT-ADJACENT LANDS MAP (PRELIMINARY DRAFT)



## 1.0 OVERVIEW

The City of Nanaimo is reviewing how it supplies, manages, and regulates parking. As Nanaimo faces dynamic transportation and land use changes, demand for curbside space and mode shift behaviours among residents and commuters are driving the need to ensure that the City's approach to parking management is appropriate for ongoing and emerging challenges and opportunities. Parking has a broad and profound impact on the community in terms of development feasibility, building form, travel behaviour, personal well-being and environmental sustainability.

Through the Parking Review + Bylaw Update process, the City is seeking to review its off-street parking regulations and public on-street parking management to better align with established policy directions around built form, multi-modal transportation, and parking management, as well as to proactively address parking challenges and limitations. Refreshed parking strategies, policies, regulations and management approaches will better reflect the City's goals and values, resulting in a formalized approach that provides more certainty and a greater level of confidence to staff, residents, land developers, and Council. The overall goal is to identify updates to the City's parking regulatory structure, including the *Off-Street Parking Regulations Bylaw 2018 no.7266*, *Traffic and Highways Regulation Bylaw 1993 no.5000*, and *Crossing Control Bylaw 1996 no.5174* to reflect changes to municipal policies and provincial legislation.

### Relationship to Other City Initiatives

Recognizing the impact of various parking regulation options is critical in considering off-street parking regulations and curbside management. This project will also help to directly address goals and objectives outlined in City Plan: Nanaimo Reimagined (City Plan), the Integrated Action Plan, and the Complete Streets Design Guide, including:

- Managing the City's supply of on and off-street parking to support surrounding commercial and residential areas, and mitigate the impact of external parking demand in neighbourhoods;
- Managing and prioritizing curb space according to its value and adjacent land uses;
- Increasing access and support for electric vehicles and e-mobility;
- Encouraging a diverse range of sustainable transportation options, such as active transportation, shared mobility and public transit;
- Removing and preventing barriers to people with disabilities through the availability and accessibility of mobility options; and
- Encourage the development of affordable and accessible housing.

## 1.1 PROJECT PROCESS

The Parking Review + Bylaw Update project has been structured with four (4) distinct phases, as follows:

### **Phase 1, Background Review and Issue Identification (Completed November 2024)**

This phase involved developing a deep understanding of the City's current policies and regulations related to parking management. Data collection, staff interviews, comparative reviews and best practice research were undertaken to gain insight into the state of parking in Nanaimo and to compare Nanaimo's approach to parking with comparable communities. Specific data received and analyzed in this phase included off-street parking demand data, and public parking conditions through the City's curbside inventory. A key deliverable of this phase is the Parking Conditions Report (as presented at the Governance and Priorities Committee on December 9, 2024), which recommends key changes to the City's *Off-Street Parking Regulations Bylaw* and curbside management strategies at a high level based on current conditions and best practices.

### **Phase 2, Engagement and Options Assessment (January – May 2025)**

This phase involves working sessions with the City, information sharing through a project webpage, stakeholder conversations, and committee presentations. These conversations will seek to test potential directions for changes to off-street parking and curbside management in Nanaimo. Findings from this phase will influence the development of recommendations for subsequent regulatory changes and other supporting actions.

### **Phase 3, Recommendations Development (We Are Here)**

The specific recommendations for off-street parking and curbside management developed through this project will be presented in Phase 3. Responding to the understanding of current conditions and feedback received from the public and stakeholders, recommendations will be focused on identifying specific updates to relevant bylaws to align with desired directions and changes in the City's approach to off-street parking and curbside management.

### **Phase 4, Implementation**

Given the many possible directions of the Parking Review + Bylaw Update project, the direction of implementation will rely on the findings of the technical and engagement tasks described in the first three phases. Possible updates could include undertaking the changes to bylaws identified in Phase 3, expanding on implementation needs (e.g., strategy prioritization, resources) for curbside management, or other actions that will support the City in pursuing the recommendations of this project.

## 1.2 WHY IS PARKING MANAGEMENT IMPORTANT?

Parking management is the integrated system of policies, regulations, enforcement, monitoring, and evaluation that address on and off-street parking, and a variety of other curb uses, whether in new development or public rights-of-way.

Through City Plan and other related initiatives, the City of Nanaimo has identified a series of objectives that overlap with how parking is managed, including growth management, affordability, mobility, accessibility, and environmental sustainability, discussed below. The Parking Review + Bylaw Update process will help ensure that the City's regulations are aligned with these objectives, reflecting policy directions and desired outcomes.

### **Land Use + Urban Form**

Land use and urban form are influenced by the quantity and configuration of parking. Greater parking supply and surface parking lots reduce opportunities to increase density, establish pedestrian connections, and create great public spaces.

### **Environmental Sustainability**

On-road transportation is a key contributor to our overall community greenhouse gas (GHG) emissions. Managing parking to support a shift to active travel and transit helps reduce GHG emissions and support environmental sustainability objectives.

### **Affordability**

Housing affordability can be impacted by parking supply, where costs associated with parking can be passed on in the form of a higher rent or purchase price. Managing parking supply coupled with improvements to active transportation and public transit can help make our community more affordable.

### **Mobility + Road Safety**

Convenient, readily accessible parking supports more people driving more often. More vehicles on the road leads to increased congestion and concerns over road safety. Through strategic parking management, shifts in mobility can be encouraged as more people engage in active transportation and use public transit.

### **Health + Well-Being**

Active transportation (including walking to/from transit) supports both physical activity and social interaction. Inexpensive and plentiful parking encourages driving and sedentary lifestyles without the social benefits of active transportation.

### **Economy**

It is crucial that local businesses can efficiently reach their customers and suppliers through appropriate parking and loading management, both on- and off-street. Effective parking regulations and practices can support vibrant and diverse economies by appropriately managing access for the many economic functions of urban spaces.

## 2.0 COMMUNITY ENGAGEMENT

A series of community engagement activities were undertaken to support the technical research and analysis undertaken through this project. Below is a summary of engagement activities, participation levels and “what we heard” through the various engagements.

### 2.1 ENGAGEMENT ACTIVITIES + PARTICIPATION

The following engagement activities were carried out in support of this project:

#### Project Webpage

A project webpage has been established on the City’s Get Involved engagement platform. The webpage includes an overview of the parking review and bylaw update process and links to supporting bylaws, plans and other pertinent information. It will continue to be live and available over the course of the project.

The project webpage can be found at:

[www.getinvolvednanaimo.ca/citywide-parking-review-and-bylaw-update](http://www.getinvolvednanaimo.ca/citywide-parking-review-and-bylaw-update)

#### Community Survey

A survey was available on the project webpage between March 01 and March 28, 2025. The survey included 14 questions. It was designed to better understand current challenges with parking and test support for improvement options.

A total of 362 survey responses were received.

A detailed summary of the survey is contained in **Appendix A**, including each of the survey questions and a summary of survey responses.

#### Stakeholder Conversations

A series of conversations were hosted with relevant stakeholders and committees with the intent to develop a better understanding of challenges for a series of more detailed parking topic areas. The following conversations were held:

Roundtable discussion with representatives of the local land development industry (approx. 15 people in attendance)	April 01, 2025
Presentation at Advisory Committee on Accessibility and Inclusiveness meeting	March 12, 2025
Attendance at Nanaimo Neighbourhood Association Engagement Event	April 30, 2025
Roundtable discussion with representatives of the local taxi industry (2 people in attendance)	April 16, 2025

## 2.2 WHAT WE HEARD

Below is a summary of what we heard. The emphasis of the material presented below is on identifying those themes and key take-aways that inform the options and preliminary recommendations found in *Section 3* and *4* of this report. A more detailed summary of the survey was prepared and is included in **Appendix A**.

- Survey responses suggest the number of vehicles per household is lower in the downtown and surrounding area as compared to other neighbourhoods. This is likely a reflection of a greater number of multi-family residential units and better access to transportation options (including walking) supporting reduced vehicle ownership.
- Development industry representatives highlighted the high cost to provide off-street parking and how housing affordability is directly impacted by parking provision. That said, it was acknowledged that the existing minimum parking requirements in the City's bylaws do not always align with the parking demand for some land uses. The group highlighted the potential for greater reliance on public parking resources (i.e., on-street parking) to lessen the burden of providing on-site parking as an opportunity to reduce housing cost.
- Survey respondents indicated active transportation and public transit as priorities in considering how curbside space should be allocated and prioritized. Short-term parking was also identified as a priority.
- Over two-thirds of survey respondents that indicated they have a physical limitation (47 respondents) indicated that there are not enough accessible designated parking spaces.
- Improved walking routes and improved public transit were identified as the key opportunities to support more daily trips without needing a vehicle. A large number of survey respondents also noted that nothing would encourage them to travel by non-vehicle modes (35%) or reduce the number of owned vehicles (47%).

Further, it is acknowledged that considerable community engagement went into creating City Plan, including identifying and refining the transportation and parking management objectives contained within. These directions have been considered in detail in the Parking Conditions Report (as presented at the Governance and Priorities Committee on December 9, 2024) and have been used to inform key directions and preliminary recommendations in this document. The thoughtful and extensive input provided by Nanaimo residents through the City Plan process is well reflected in the strategic directions and community policies that are guiding the Parking Review & Bylaw Update work.

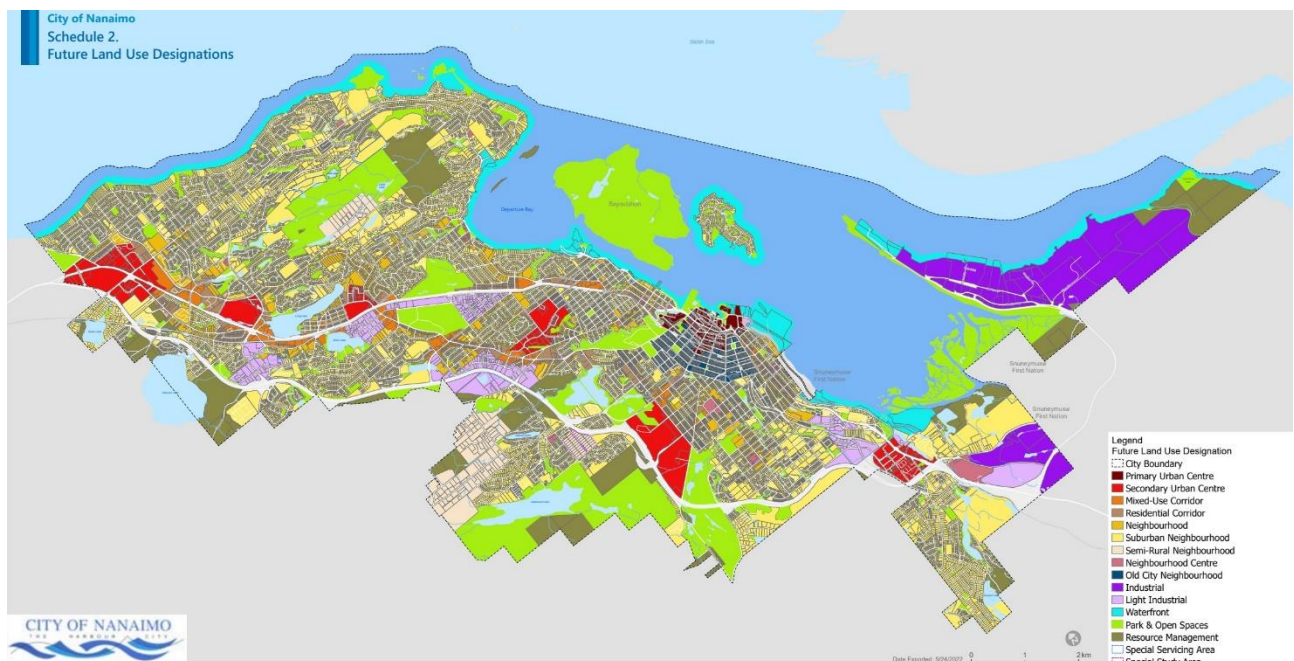
## 3.0 POLICY DIRECTIONS

The City's key policy directions are contained in City Plan, including policies that directly support transportation and parking, but also those that dictate approaches to land use and development and broader community objectives that are important when considering changes to parking regulations and curbside management.

### Land Use

City Plan includes a future land use framework to guide how future development can fit together to create vibrant and diverse areas for living, working and experiencing the city. This includes a series of Urban Centres that support higher density residential and a mix of uses, with the highest degree of walkability and concentrations of population, employment, services and amenities. City Plan's future land use designations are shown in **Figure 1** below.

*Figure 1. City Plan, Future Land Use Designations*



Nanaimo's current and future land use is already integrated into the City's approach to parking management through parking supply rates based on land use and/or location. Policy guidance from City Plan can be used to update this approach to align with the plan's vision by focusing regulatory change in specific areas of Nanaimo and the types of land uses intended for these areas.

Through City Plan, land use priority has been established for where improvements to transportation and mobility will be focused, including creating mobility-rich environments that support sustainable mobility in Urban Centres, Corridors, and Neighbourhoods. Off-street parking and curbside management are to support these objectives.

Policies for parking management in specific land use designations are summarized below.

<b>Urban Centres</b> <ul style="list-style-type: none"> <li>• Primary</li> <li>• Secondary</li> </ul>	D4.3.16	Discourage new large areas of surface parking or drive-thrus in Urban Centres. Under-building parking or underground parking is preferred. Continue to evolve existing auto oriented uses into more pedestrian friendly and accessible development forms and mix of uses.
	D4.3.19	Encourage locating future school sites; child care facilities; and recreational, cultural, and wellness facilities within Urban Centres, as Urban Centres will be highly accessible for all modes of transportation and will have higher population density. Recognizing that land areas are typically more constrained in Urban Centres, consider the following for urban schools and facilities: <ul style="list-style-type: none"> <li>• Reduced or shared parking requirements</li> </ul>
	D4.3.32	Support removal of off-street parking minimums for all uses in the Downtown Urban Centre.
<b>Corridors</b> <ul style="list-style-type: none"> <li>• Mixed-Use</li> <li>• Residential</li> </ul>	D4.4.14	Discourage development of primary parking areas and/or drive-thrus between the front face of a building and the street. Underground or underbuilding parking is preferred.
<b>Industrial Lands</b> <ul style="list-style-type: none"> <li>• Light Industrial</li> </ul>	D4.6.22	Support uses that are suitable adjacent to Urban Centres, Corridors, and Neighbourhoods, and which: <ul style="list-style-type: none"> <li>• Do not require large customer parking lots and areas, and where parking is required, encourage underground or under-building parking and compact multi-storey building forms</li> </ul>



### Other City Plan Policies

General policies related to City Plan's goals also provide direction on how the Parking Review + Bylaw Update process can support the community's vision. Highlighted below are some of the key policies that are informing this project, with a more comprehensive list of relevant City Plan policies included in **Appendix B**.

- C1.1.10 – Prioritize walking, rolling, cycling, and transit over other transportation modes to help Nanaimo achieve a zero carbon transportation system.
- C2.1.7 – Manage parking city-wide with a focus on right sizing parking to continue fulfilling key needs including access, loading, and pick-up for businesses; accessible parking for people with mobility or family needs; and EV parking, while recognizing that an overabundance of cheap and convenient parking tends to increase vehicle use and reliance.
- C2.2.8 – Implement Transportation Demand Management programs to shift trips to non-automobile modes, reduce automobile trips and travel distances, and reduce parking demand.
- C3.2.25 – Recognize that required onsite parking increases housing costs and ensure that parking requirements consider the intended resident group of new affordable housing developments, as well as road safety implications, and accommodate parking variances where appropriate.
- C4.3.26 –Where possible, exceed minimum requirements for universal accessibility for parking access and design standards.

### Desired Outcomes

As outlined above, City Plan policies guide how Nanaimo will change over the coming years. In terms of envisioning the results of these changes, City Plan also describes various Desired Outcomes which share how policy outcomes will shape the city. These desired outcomes provide a useful reference where policies and actions cannot direct all aspects of these complex parking and curbside management systems.

A list of some of the key Desired Outcomes from City Plan related to the PRBU process are listed below, with a complete list of relevant outcomes in **Appendix B**. Other outcomes that are not included in this list may also be relevant as the project progresses.

## Desired Outcomes (cont.)

### *A Connected Nanaimo*

- Alignment between land uses and mobility networks, with higher density land uses developing in Urban Centres and along Corridors where they are supported by frequent transit and increased walkability.
- Safe, healthy, and equitable mobility for all persons within the city.
- Streets are planned and designed based on their adjacent land use so that transportation facilities align with the level and type of mobility anticipated.

### *A Healthy Nanaimo*

- More affordable housing options of diverse types, tenures, affordability levels, and health supports to meet a variety of community needs.
- Affordable housing innovations supported through emerging regulatory tools, funding, and initiatives.
- Incentives that encourage incorporation of intergenerational features, services, and amenities into new development or redevelopment.

### *An Empowered Nanaimo*

- Environments and spaces across all areas of the city that are diverse and vibrant for the enjoyment of all residents.

### *A Prosperous Nanaimo*

- Recognition as a “Smart City” that puts data and digital technology to work to make better decisions and improve quality of life for residents.

### *Growth Management*

- Strategic growth combined with efficient servicing, transportation, and amenities inside the City Boundary and Urban Containment Boundary, while protecting lands with natural, agricultural, or ecological values outside.

### *Urban Centres*

- Focused urban growth so that Centres become the city's hubs of activity.
- Integration of land use and mobility to encourage walking, rolling, cycling, and transit in, around, and to Centres.
- Complete Centres with a broad mix and range of services.

### Integrated Action Plan

Nanaimo's *Integrated Action Plan* (IAP) highlights the City's key actions to implement the policies of City Plan. This includes ongoing actions, and those identified to be completed over the immediate and long term.

Key actions from the IAP related to the PRBU are highlighted in the list below. Other relevant actions on parking and curbside management are also included in **Appendix B**.

- C2.1.2 – Incorporate public parking strategies into Urban Centres Area Plans.
- C2.1.5 – Prepare a public parking strategy to help support investment in streets.
- C3.2.25 – Conduct a parking supply and demand assessment study for non-market and rental housing projects located near frequent transit, to support changes to parking requirements and/or support parking variances based on findings.

## 4.0 PRELIMINARY RECOMMENDATIONS + OPTIONS

Based on the directions of City Plan and the results of community engagement, a series of preliminary recommendations have been assembled. In some cases, two or more options for how a recommendation can be implemented are also suggested to support decision-making before new or updated regulations are developed. Recommendations fall under seven themes which are essential to Nanaimo's approach to parking and curbside management, including:

- Off-Street Vehicle Parking Supply
- Accessible Parking
- Transportation Demand Management
- Cash In-Lieu of Parking
- Bicycle Parking
- Off-Street Loading
- Curbside Management

Within the preliminary recommendations, several significant changes are identified that would represent dynamic shifts in the City's current approach to parking and curbside management. Many of these changes are also interconnected with the outcomes of other recommendations, with the intent to holistically address regulatory changes. Generally, these changes seek to adhere to the Guiding Principles outlined below and policy directions provided in City and other key documents, and respond to the lessons learned from community and stakeholder engagement, where possible. Examples of specific regulatory changes are provided to help frame the possible direction for these recommendations, and will be further refined in subsequent project phases, if supported.

### GUIDING PRINCIPLES

A series of guiding principles were established to ensure that the recommended regulatory changes identified through this work are consistent, oriented toward common themes, and aligned with key directions of the City summarized in **Section 3.0**.

#### Policy Alignment

City Plan was adopted in 2022 and describes the overarching policy goals of the City. Through this review, new and updated parking regulations should align with City Plan and help achieve the City's key policy directions.

#### Aspirational / Forward Looking

The City has established policies to guide decision making toward a better future. The approach taken in this review is to create parking regulations that help realize the desired future state, including seeking to guide development and supporting parking

management approaches that are aspirational and forward-looking (rather than reflect the current or past state).

### **Complete Mobility**

Complete mobility is the preference to provide residents with the range of travel options necessary to meet day-to-day mobility needs, including walking, cycling, transit, other forms of micromobility, and private vehicles. Through this review, the City is seeking to create regulations that support complete mobility for Nanaimo residents.

## **KEY THEMES**

These themes are the most important overarching directions for off-street parking regulations and curbside management approaches that have been identified through this process and align with the Guiding Principles.

Each theme is summarized below, which are directly linked to the specific recommendations outlined throughout the rest of this section.

- Adjust vehicle parking supply requirements in Primary and Secondary Urban Centres to support desired land use and transportation options.
- Support future transit ridership in areas near to the Bus Rapid Transit (BRT) and Bus Frequent Transit (BFT) lines through reduced parking supply in residential uses and increased requirements for transit-supportive transportation demand management (TDM).
- Recognize that some suburban areas of Nanaimo remain largely auto-dependent, with limited opportunities to adjust vehicle parking supply requirements and supporting regulations.
- Introduce new and/or increased requirements for supportive active transportation features, including bike parking and cycling end-of-trip facilities (e.g., change rooms, showers) aligned with the mobility needs of different areas of Nanaimo.
- Ensure that other supporting regulations, such as accessible parking, visitor parking, off-street loading, and electric vehicle charging requirements fit within the overarching regulatory framework and align with best practices.
- Focus curbside management in areas of higher density and reduced off-street parking supply to appropriately regulate on-street parking, loading, and other key curbside functions.

## 4.1 VEHICLE PARKING SUPPLY

**Recommendation VPS-1: Remove minimum parking requirements for all land uses across Primary and Secondary Urban Centres aligning with designations in City Plan and Transit-Oriented Areas.**

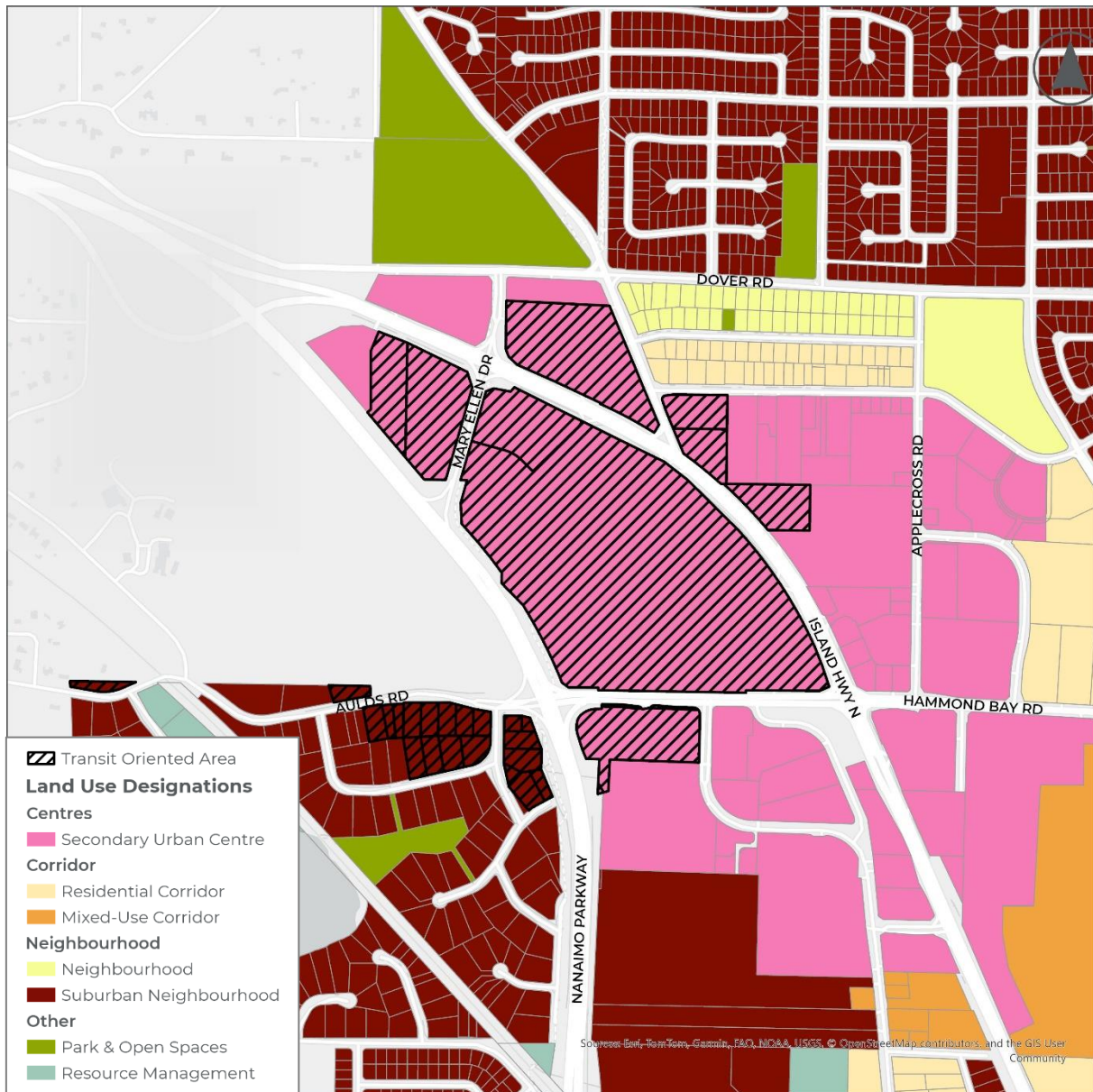
One of the significant recommended changes is to remove vehicle parking supply requirements in all Urban Centres, consistent with the direction provided by Council for Downtown Nanaimo. This would adhere to the guiding principles by pursuing ambitious regulatory changes that fit within Nanaimo's vision, while also complying with provincial Transit-Oriented Areas legislation. Like in Downtown Nanaimo, it is recommended that all land uses in Urban Centres not require off-street parking. Requirements for accessible parking, bicycle parking, and off-street loading would still apply in all development.

Removing parking minimums in Urban Centres does not mean that off-street parking will not be included in new development, but rather creates flexibility for individual projects to determine how much parking to provide. This creates potential benefits related to development viability and construction costs which align with the dense, mixed-use vision for the Urban Centres, and which could also support greater affordability depending on market conditions.

The possibility of developments with no parking does mean other mobility options should be required in Urban Centres, which are the focus of other recommendations below, including transportation demand management and bicycle parking. Similarly, greater focus will likely be placed on the use of curbside space, meaning curbside management will become increasingly necessary in these areas.

Establishing the boundaries of these Urban Centres is also crucial considering that City Plan-designated areas do not perfectly align with the provincial Transit-Oriented Areas. It is therefore recommended that minimum parking supply requirements be removed for the greatest extent of both areas, i.e., all areas covered by either or both City Plan and the legislated TOAs. An example of the differences in boundaries between City Plan and TOAs, is shown for Woodgrove in **Figure 2** below. This will not change the land use designations in City Plan, but still ensure the City complies with provincial direction.

Figure 2. Comparison of Woodgrove Secondary Urban Centre and Transit-Oriented Area Boundaries





**Recommendation VPS-2: Implement a parking maximum for all land uses in Primary and Secondary Urban Centres, with clear process to update this tool over time, as needed.**

To adhere to the guiding principles for this work and the desired outcomes of City Plan, limiting parking over supply is critical alongside changes and/or removals of parking minimums. Updating off-street parking regulations to support complete mobility and efficient and sustainable land use must consider these two parts equally, particularly in communities like Nanaimo, where private vehicles remain the default mobility choice for most residents and visitors. Conversations with the development community showed that off-street parking is often being built based on perceived demand as opposed to regulation, resulting in over supply.

Providing a parking maximum is the most effective tool for managing over abundance of off-street vehicle parking by establishing the maximum number of parking spaces a development type can build. Based on the desired land use and mobility of the Primary and Secondary Urban Centres, these areas are recommended to be the focus for parking maximum implementation. Two options for how the City could implement a parking maximum include:

- **Option 1** – Immediately establish a parking maximum in the Off-Street Parking Regulations Bylaw. A possible structure would be to allow any development to construct the minimum off-street parking supply for that use plus an additional 50%, at which point no further parking would be permitted. This threshold could be adjusted over time as more information becomes available on its effectiveness in supporting the City's goals.
- **Option 2** – Defer implementing a parking maximum until results from monitoring of other regulatory updates are analyzed, at which point the need to limit parking oversupply can be reevaluated.

Within the context of other regulatory changes and the policy context, Option 1 is recommended. Bringing in a lenient parking maximum will allow for the City to test this regulation and develop awareness within the development community before adjusting the maximum. This option also immediately will impact any new developments in the Urban Centres, limiting the risk of excessive off-street parking as the impacts of new parking regulations are monitored relative to the desired outcomes.

Regardless of the preferred option, the City should establish a clear process through which to either implement or adapt a parking maximum. This will mean consistently monitoring development outcomes relative to both the minimum parking requirements and a maximum (if in place) by collecting data on parking demand relative to supply in new and/or existing developments in the Urban Centres. Through this process, the City can clearly communicate with the public and the development community and establish consistent expectations for how a parking maximum will be applied in Nanaimo.

**Recommendation VPS-3: Allow for reduced vehicle parking supply for multi-family residential development near Bus Rapid Transit and Bus Frequent Transit service.**

City Plan envisions a strong transit network supported by transit-oriented land use. This includes the Urban Centres along with other lands on or near the proposed BRT and BFT networks in City Plan, referred to in this report as the “Transit-Adjacent Lands”. Parking-related incentives in these areas can support transit uptake for the people who will live, work, or visit development in these areas of Nanaimo. It is therefore recommended that reduced minimum parking supply be offered for multi-family residential development in the Transit-Adjacent Lands (or other land uses, if desired). Note that the Transit-Adjacent Lands differ from the provincially designated Transit-Oriented Areas, which are all included as part of the Urban Centres in Recommendation VPS-1.

- **Option 1** – Allow for reduced off-street parking for multi-family residential development for all properties within 200 m of the Bus Frequent Transit and/or Bus Rapid Transfer network. For example, a 50% reduction in minimum parking supply could be offered to eligible properties.
- **Option 2** – Offer reduced parking supply for multi-family residential development on properties within 200 m of the proposed BRT network as the highest level of transit service planned for Nanaimo. Properties near the BFT network could be considered for reductions in future as transit service improves and new developments come forward.
- **Option 3** – Adopt a parking maximum specific to the Transit-Adjacent Lands, either in line or differentiated from that in the Urban Centres (if implemented), along with reduced minimum parking requirements, if desired.

A preliminary map showing a 200 m buffer from both the proposed BFT and BRT routes is shown in **Appendix C** for reference, which will be refined depending on the desired direction. It is important to acknowledge that current transit service levels do not meet the desired frequency envisioned in the BRT and BFT networks. As such, these regulations seek to support the vision for transit in the city, while balancing the need for other mobility options, including private vehicles, in these areas.

Regardless of the preferred option to be implemented in regulation, it is recommended that all developments in the Transit-Adjacent Lands require transit-related TDM strategies, such as transit passes for residents or employees. This would help encourage modal shift towards transit where frequent service is available nearby and offset the potential for reduced parking in new developments. This approach is discussed in more detail under Recommendation TDM-1.

**Recommendation VPS-4: Update minimum parking supply requirements currently found in the Off-Street Parking Regulations Bylaw to ensure supply rates and land uses are appropriate to Nanaimo today and in the future.**

Even with the significant changes shifted above, other changes could be considered for the broader vehicle parking supply regulations already contained in the Off-Street Parking Regulations Bylaw. The proposed structure maintains parking minimums across most of Nanaimo, so it is important that vehicle parking supply rates in these areas are appropriate to the city's current context and future directions.

Working from existing rates established in 2018 through a previous bylaw review, potential updates will be considered for all land uses based on practices in comparative communities, engagement results, and developments that been constructed since the bylaw was adopted. This targeted review could result in little or no change to existing vehicle parking supply rates depending on desired outcomes from staff and Council.

For example, changes to the existing multi-family parking areas (contained in Schedule A of the Off-Street Parking Regulations Bylaw) will need to be updated to reflect the proposed changes to the Urban Centres, but could also be revised to reflect data trends and future land use. This could include redrawing the map so that the multi-family parking areas reflect City Plan land use designations and/or adjusting the vehicle parking supply rates for each area so that minimums are aligned more closely with the trends found in ICBC vehicle registration data for multi-family residential buildings.

Other changes to consider would help support the CityPlan policies and desired outcomes, such as incentivizing larger multi-family residential units (3+ bedroom) by consolidating supply rates for multi-family residential developments with smaller units. Similarly, all affordable housing developments across Nanaimo could be exempted from minimum parking supply requirements to allow these important land uses to decide how much parking they require to meet their diverse needs. Finally, some housekeeping items, such as ensuring all vehicle parking supply requirements are based on consistent units of measurement for supply rates (i.e., floor area), could also be considered.

## 4.2 TRANSPORTATION DEMAND MANAGEMENT

**Recommendation TDM-1: In Urban Centres and Transit-Adjacent Lands, require baseline TDM measures be provided by developments of a defined size and/or type.**

The guiding principle of complete mobility aligns with supporting diverse mobility options in new development. For areas with diverse and higher intensity land use, this becomes increasingly important to ensure that residents, employees, and visitors can reach their destinations by diverse means, including sustainable modes. A baseline TDM framework would require “large” developments of all types to provide TDM-supportive infrastructure and/or programs to achieve this vision.

Where used in other communities, this approach typically prescribes TDM strategy options that can be selected by development based on location, anticipated demand, or other factors, above-and-beyond TDM already required through regulations. The exact types and sizes of development would need to be defined within Nanaimo’s context to not overburden small-scale projects, while ensuring that a range of other developments have access to TDM. Similarly, the scale of TDM requirements will need to be determined. For example, if four options are presented, it could be that developments are required to provide a minimum of two of the defined TDM strategies. Some areas might have required strategies, such as Transit TDM in the Transit-Adjacent Lands, with flexibility to select the remaining TDM.

To enable the baseline TDM process identifying supportable TDM strategies for new development in Nanaimo will be required, above and beyond existing regulations. Options such as enhanced bicycle parking, transit-supportive programs, or improved active transportation end-of-trip facilities could be considered for initial implementation. Similarly, the City can proactively prepare to introduce or formalize new TDM opportunities, such as carshare, bikeshare, and/or unbundled parking, as they become available or supportable in Nanaimo.

Examples of other communities that use baseline TDM requirements are described in **Section 3.4** of the Parking Conditions Report.

**Recommendation TDM-2: In other areas of Nanaimo, allow for reduced vehicle parking supply where TDM measures are provided by developments of a defined size and/or type.**

While it is recommended that TDM strategies be required in Urban Centres and Transit-Adjacent Lands, TDM options in other areas of Nanaimo should still be considered. Instead of being provided as a baseline requirement, TDM would instead serve as an incentive for developers in exchange for reduced vehicle parking supply. Permitted reductions could vary depending on the strategy, with options to “stack” reductions where desired, along with a maximum permitted reduction, if necessary.

The same TDM strategies and development specifications as in Urban Centres and Transit-Adjacent Lands could still apply in other areas of Nanaimo, or different requirements could be considered.

## 4.3 BICYCLE PARKING

**Recommendation BP-1: In Urban Centres, increase short- and long-term bicycle parking supply requirements or include increased requirements in baseline TDM options.**

Building on the mobility-rich vision for Urban Centres, it is recommended that bicycle parking requirements in Urban Centres be enhanced to support cycling uptake in these areas. Two options to implement this recommendation are identified below:

- **Option 1** – Require higher baseline short- and/or long-term bicycle parking requirements in Urban Centres to ensure that all developments provide abundant bicycle parking. This could be implemented as differentiated supply rates or a standard increase over city-wide requirements (i.e., 10% higher). This would build on the recent updates to the Off-Street Parking Bylaw to include differentiated requirements for long-term bicycle parking in multi-family residential development in Transit-Oriented Areas.
- **Option 2** – Include enhanced bicycle parking supply requirements as an option for Urban Centre developments as part of the baseline TDM approach described in Recommendation TDM-1.

Both options encourage more bicycle parking, with Option 2 creating more flexibility on where and when enhanced bicycle parking supply is included in new development.

**Recommendation BP-2: Update and adjust existing city-wide short- and long-term bicycle parking supply requirements, as needed, to align with best practices.**

To ensure that bicycle parking across Nanaimo aligns with best practices, a comprehensive review and update of bicycle parking supply requirements for all land uses should be undertaken. Both short- and long-term bicycle parking can be updated as needed, with consideration for how this baseline relates to the previous recommendation. This could include defining new supply requirements where gaps may exist in current supply rates.

**Recommendation BP-3: Update design requirements for short- and long-term bicycle parking.**

A suite of refined or new regulations should be considered to ensure that bicycle parking in Nanaimo aligns with best practices and results in bicycle parking areas that are suitable to diverse needs and design options. Updates should address long-term bicycle parking configurations (ground-anchored, vertical, stacked) to support flexible design in bicycle parking areas. Similarly, increasing requirements for electric receptacles in long-term bicycle parking areas should be implemented to support uptake of electric bicycles and e-mobility.

Updated bicycle parking regulations should also introduce design and supply requirements for non-standard bicycle parking (e.g., cargo bikes), recognizing the needs of different users with different types of bicycles. This could also include encouraging vehicle parking layouts that can be adapted to bicycle parking if needed in the future.

Best practices in bicycle parking design are discussed in **Section 3.3** of the Parking Conditions Report.

**Recommendation BP-4: Require active transportation end-of-trip facilities for specific land uses city-wide.**

Active transportation end-of-trip facilities, such as washrooms, showers, lockers, and other amenities encourage comfortable and convenient experiences for active transportation users. Introducing active transportation end-of-trip facility standards for new development will ensure that appropriate facilities are provided, with a focus on non-residential uses to support commuting by active transportation. These requirements are typically based on the number of long-term bicycle parking spaces in a specific land use.

**Section 3.3** of the Parking Conditions Report discusses typical design and supply requirements for active transportation end-of-trip facilities.

## **4.4 ACCESSIBLE PARKING**

**Recommendation AP-1: Decouple accessible parking from conventional parking and develop a floor area-based standard for accessible parking that applies city-wide.**

This would provide the City with an adaptable regulatory tool to ensure appropriate supply of accessible parking (including van-accessible parking per Recommendation AP-2) that is detached from vehicle parking supply rates. Therefore, as the approach to vehicle parking supply is modified in future, accessible parking will remain independent of these changes.

Existing independent requirements currently found in the Off-Street Parking Bylaw for Seniors' Congregate Housing and Personal Care Facilities would be maintained to ensure land uses with higher expected demand for accessible parking are regulated appropriately.

**Recommendation AP-2: Update accessible parking design requirements and introduce minimum supply and design requirements for van-accessible parking.**

To ensure that off-street accessible parking design requirements align to best practices, some updates to existing standards are recommended. Following the lead of other B.C. communities and organizations like the Canadian Standards Association, revisions could be considered to design elements including access aisles and demarcation through paint and signage.

An addition to accessible parking regulations would be integrating van-accessible parking design standards and supply requirements to accommodate vehicles requiring different operating parameters for activities such as unloading passengers. Typically, van-accessible

parking spaces would be the first required accessible parking space and would be required as a proportion of additional spaces. Design requirements are generally similar to best practice for accessible parking spaces, with additional width to support wider operating envelopes of various vehicles. **Section 3.2** of the Parking Conditions Report discusses accessible parking requirements in more detail.

**Recommendation AP-3: Introduce minimum mobility scooter supply and design requirements for specific land uses.**

Ensuring that dedicated space is available for mobility scooters can help support accessibility in the built environment. This could only apply to some land uses where regular mobility scooter use could be anticipated and should identify design specifications to provide sufficient space and supporting amenities, like electrical charging.

## **4.5 CASH IN-LIEU OF PARKING**

**Recommendation CIL-1: Remove cash-in-lieu of parking city-wide.**

With proposed changes to vehicle parking supply requirements, cash in-lieu of parking is no longer applicable in many parts of Nanaimo that would be most conducive to the desired outcomes of this tool (i.e., cash cannot be provided in-lieu of parking where a minimum requirement is no longer in place). Similarly, cash in-lieu of parking is likely not a productive tool in areas that may not support diverse mobility options, including some suburban neighbourhoods. The current cash in-lieu of parking approach has also proven to be ineffective based on its limited geographic applicability and allowable parking supply reductions. This has resulted in limited funds collected through this regulation.

Where developments are eligible, providing opportunities to reduce vehicle parking supply by providing on-site TDM (refer to Recommendation TDM-2), can serve to develop mobility options while also achieving some of the potential benefits of cash in-lieu of parking.



## 4.6 OFF-STREET LOADING

**Recommendation OSL-1: Update city-wide off-street loading supply requirements, as needed.**

Loading needs are unlikely to be as geographically influenced as other types of parking supply, at least in the short term. As such, consistent city-wide loading requirements are recommended to be retained to support loading in all areas of Nanaimo. Applicable land uses and minimum loading supply requirements should be reviewed to ensure they meet the diverse needs of different commercial, industrial, institutional, and residential uses.

Supporting a curbside management approach that balances on- and off-street loading becomes crucial to set expectations with residents, developers, logistics companies, and other stakeholders. This could include prioritizing on-street loading in Urban Centres to account for different loading needs in these areas, when compared to other land use contexts in Nanaimo. This aligns with recommendations for curbside management in **Section 4.7** of this document.

**Recommendation OSL-2: Introduce requirements for conventional vehicle-sized loading spaces to support short-term parking and retail delivery in select land uses.**

As discussed in **Section 3.6** of the Parking Conditions Report, the types of vehicles performing small-scale loading and delivery activities is growing. This includes increased demand for food delivery, package delivery, ride hailing, and other land uses, which result in more conventional vehicles and vans supporting urban logistics. To respond to this demand, it is recommended that city-wide loading requirements should include loading spaces that are sized for these needs. These spaces may not be required for all land uses, so specific applicability will be explored in subsequent phases.

## 4.7 CURBSIDE MANAGEMENT

**Recommendation CM-1: Establish a curbside management framework to support decision-making around curb use, either city-wide or focused on specific areas.**

Communities across North America are adopting curbside management frameworks to help guide priorities for curbside use as new development, infrastructure, and technologies change urban areas. Typically, a curbside management framework would identify generalized prioritization of key curbside functions (e.g., access for people, on-street parking, loading and delivery etc.) as it relates to surrounding land use and/or street use. This concept is discussed in more detail in **Section 3.7** of the Parking Conditions Report.

A curbside management framework will help determine how to best respond to the implications of changing off-street parking demand and supply based on regulatory change, and tailor approaches to defined areas such as the Urban Centres. The framework could therefore focus specifically on areas where demand for curbside space is anticipated

to be higher (Urban Centres, Transit-Adjacent Lands etc.) or apply city-wide with the desired level of geographic differentiation.

**Recommendation CM-2: Identify specific strategies to be pursued by the City to proactively manage the curb, monitor curb usage, and appropriately resource curbside management activities.**

Beyond the curbside management framework, it is recommended that the City develop a series of specific strategies to support curbside management in Nanaimo. These strategies could specifically respond to the new off-street regulatory approach and other current pressures, while also identifying innovative approaches to be explored alongside the growing capacity needed to manage the curb. Strategies identified in the Parking Conditions Report include the following and will be evaluated further in this project:

- Dynamic parking management approaches to paid parking and time limitations that reflect demand patterns.
- Retrofitting and expanding on-street accessible parking supply.
- Formalizing the approach to on-street loading activities.
- Flexible curb uses to meet needs at different times of day (e.g., loading in the morning, vehicle parking in the evening)

Numerous other curbside management strategies could be considered to support overarching directions for land use and mobility in Nanaimo. The specific actions to be pursued by the City should be identified in future project phases as the broader regulatory approach is refined and curbside management needs are better defined.

## 5.0 CLOSING

### 5.1 SUMMARY OF RECOMMENDATIONS

Recommended updates to regulations and policies related to off-street parking and curbside management are shown in **Table 1** below. This includes identifying the areas of Nanaimo in which each of these recommendations will apply if enacted.

Note that these recommendations are not a comprehensive list of the potential changes to how Nanaimo regulates and manages parking. Other updates may be required as recommendations are refined to align with policy and regulation or if minor changes are needed for the city to bring guidance in line with best practice.

**Table 1. Summary of Recommendations for Parking and Curbside Management in Nanaimo**

Recommendation		Geographic Applicability
Vehicle Parking Supply		
VPS-1	Remove minimum parking requirements for all land uses across Primary and Secondary Urban Centres aligning with designations in City Plan and Transit-Oriented Areas.	<ul style="list-style-type: none"> <li>Primary and Secondary Urban Centres</li> </ul>
VPS-2	Implement a parking maximum for all land uses in Primary and Secondary Urban Centres, with clear process to update this tool over time, as needed.	<ul style="list-style-type: none"> <li>Primary and Secondary Urban Centres</li> </ul>
VPS-3	Allow for reduced vehicle parking supply for multi-family residential development near Bus Rapid Transit and Bus Frequent Transit service.	<ul style="list-style-type: none"> <li>Transit-Adjacent Lands</li> </ul>
VPS-4	Update minimum parking supply requirements currently found in the Off-Street Parking Regulations Bylaw to ensure supply rates and land uses are appropriate to Nanaimo today and in the future.	<ul style="list-style-type: none"> <li>City-wide</li> </ul>
Transportation Demand Management		
TDM-1	In Urban Centres and Transit-Adjacent Lands, require baseline TDM measures be provided by developments of a defined size and/or type.	<ul style="list-style-type: none"> <li>Primary and Secondary Urban Centres</li> <li>Transit-Adjacent Lands</li> </ul>

Recommendation		Geographic Applicability
TDM-2	In other areas of Nanaimo, allow for reduced vehicle parking supply where TDM measures are provided by developments of a defined size and/or type.	<ul style="list-style-type: none"> <li>Areas outside of the Urban Centres and Transit-Adjacent Lands</li> </ul>
Bicycle Parking		
BP-1	In Urban Centres, increase short- and long-term bicycle parking supply requirements or include increased requirements in baseline TDM options.	<ul style="list-style-type: none"> <li>Primary and Secondary Urban Centres</li> </ul>
BP-2	Update and adjust existing city-wide short- and long-term bicycle parking supply requirements, as needed, to align with best practices.	<ul style="list-style-type: none"> <li>City-wide</li> </ul>
BP-3	Update design requirements for short- and long-term bicycle parking.	<ul style="list-style-type: none"> <li>City-wide</li> </ul>
BP-4	Require active transportation end-of-trip facilities for specific land uses city-wide.	<ul style="list-style-type: none"> <li>City-wide</li> </ul>
Accessible Parking		
AP-1	Decouple accessible parking from conventional parking and develop a floor area-based standard for accessible parking that applies city-wide.	<ul style="list-style-type: none"> <li>City-wide</li> </ul>
AP-2	Update accessible parking design requirements and introduce minimum supply and design requirements for van-accessible parking.	<ul style="list-style-type: none"> <li>City-wide</li> </ul>
AP-3	Introduce minimum mobility scooter supply and design requirements for specific land uses.	<ul style="list-style-type: none"> <li>City-wide</li> </ul>
Cash In-Lieu of Parking		
CIL-1	Remove cash-in-lieu of parking city-wide.	<ul style="list-style-type: none"> <li>City-wide</li> </ul>
Off-Street Loading		
OSL-1	Update city-wide off-street loading supply requirements, as needed.	<ul style="list-style-type: none"> <li>City-wide</li> </ul>
OSL-2	Introduce requirements for conventional vehicle-sized loading spaces to support short-term parking and retail delivery in select land uses.	<ul style="list-style-type: none"> <li>City-wide</li> </ul>

Recommendation		Geographic Applicability
Curbside Management		
CM-1	Establish a curbside management framework to support decision-making around curb use, either city-wide or focused on specific areas.	<ul style="list-style-type: none"> <li>• Primary and Secondary Urban Centres OR</li> <li>• City-wide</li> </ul>
CM-2	Identify specific strategies to be pursued by the City to proactively manage the curb, monitor curb usage, and appropriately resource curbside management activities.	<ul style="list-style-type: none"> <li>• Primary and Secondary Urban Centres OR</li> <li>• City-wide</li> </ul>

## 5.2 NEXT STEPS

The material contained in this report are intended to summarize the key take-aways for Phase 2 of the *Parking Review + Bylaw Update* initiative. Most notably, this includes a summary of input received from Nanaimo residents and stakeholder representatives, as well as the most important preliminary directions and options with respect to parking regulation and parking management opportunities that are emerging from this process.

A key next step will be presenting the contents of this report to City Council members at a Governance & Priorities Committee (GPC) meeting. This will be an opportunity to seek feedback and gain support to move forward with more detailed recommendations.

Phase 3 of this process is anticipated in the Summer and Fall 2025, and will focus on developing detailed recommendations for improved parking regulations and supportive parking management approaches. These recommendations will focus on where updates may be required to City regulatory documents such as the *Off-Street Parking Regulations Bylaw* and other documents.

# APPENDIX A

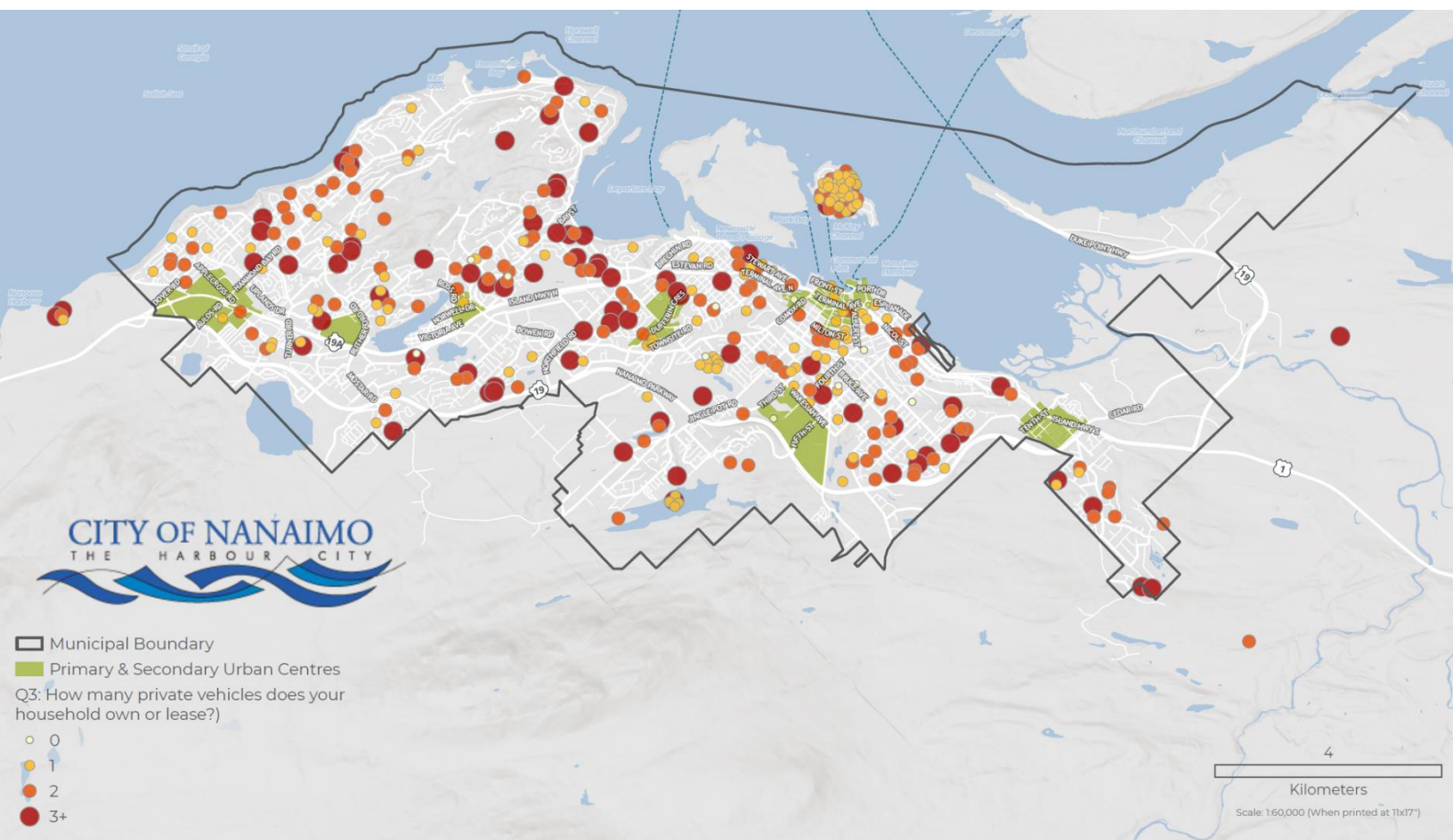
## COMMUNITY SURVEY SUMMARY

## OVERVIEW

A Community Survey was published on March 1, 2025 on the City's *Get Involved Nanaimo* platform. It was developed to help gain a better understanding of the community's priorities for parking management. Between March 1 and March 28, the survey received a total of **362 responses**.

## ABOUT THE SURVEY

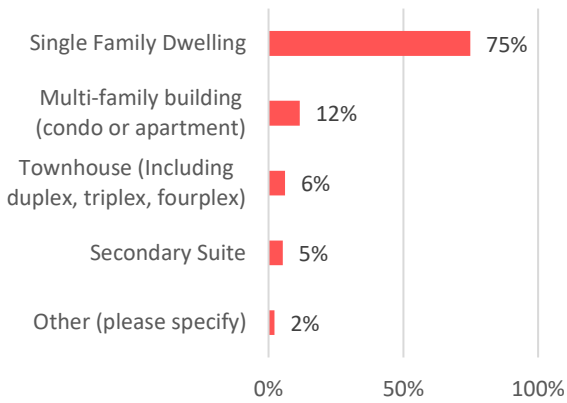
The survey saw representation from across Nanaimo, including Downtown and most primary and secondary Urban Centres. The distribution of respondents living in Nanaimo is shown in the map below, along with their specified number of vehicles in their household.





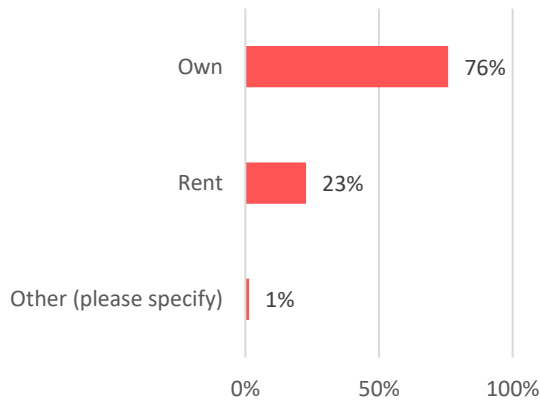
WHO WE HEARD FROM

1. What best describes your residence?



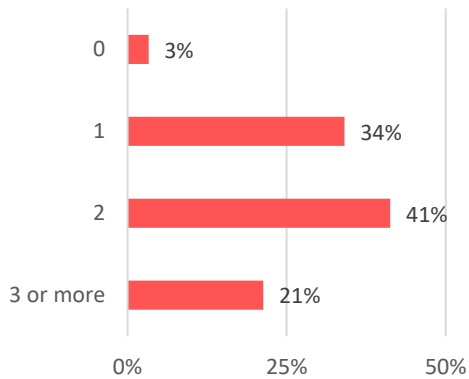
- Three-quarters of survey respondents (75%) live in single-family dwellings.

2. Do you own or rent your residence?



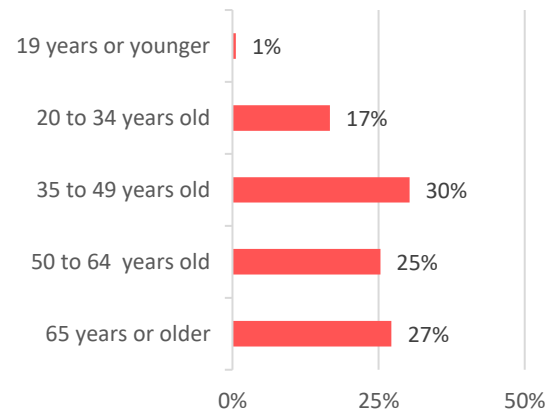
- By a similar to measure to Question 1, over three-quarters of respondents (76%) own their residence.

### 3. How many private vehicles does your household own or lease?



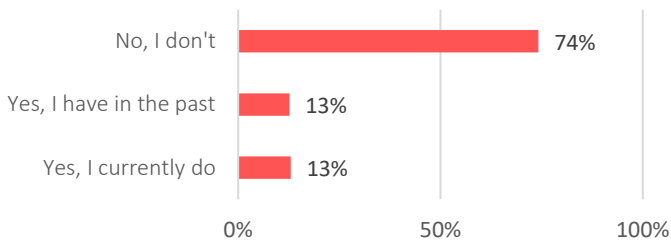
- Approximately 62% of respondents own 2 or more vehicles, while the remaining 37% own 1 vehicle or fewer.
- When results are filtered by residence type (Question 1),
  - 72% of single-family home residents own 2 or more vehicles
  - 79% of apartment or condo residents own 1 vehicle

### 4. Which age group are you in?



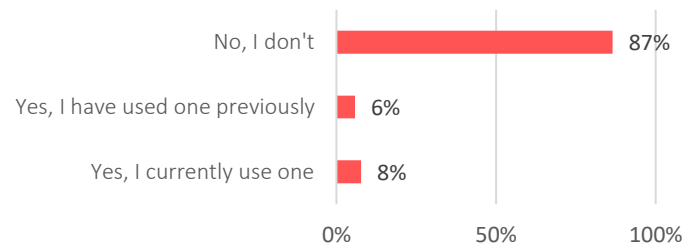
- Most respondents were aged 35 or older, comprising 82% of the total.
- The age group with the highest share of responses (30%) was 35 to 49 years old.

## 5. Do you currently, or have you ever, had any physical limitations that impact(s) your access to mobility options?



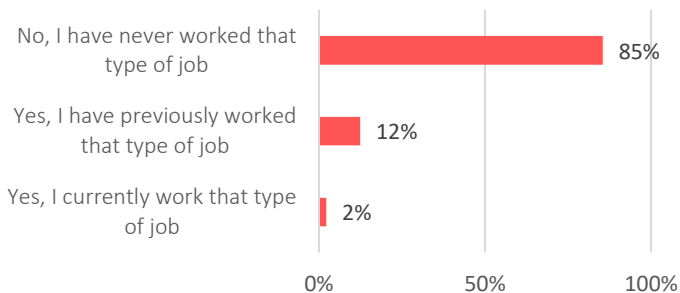
- Most respondents (74%) indicated that they have never had any physical limitations affecting their mobility.
- The remaining 26 per cent of respondents, or 94 participants, have a physical limitation that impacts their access to mobility options.

## 6. Have you ever used an accessibility placard to use accessible parking spaces?



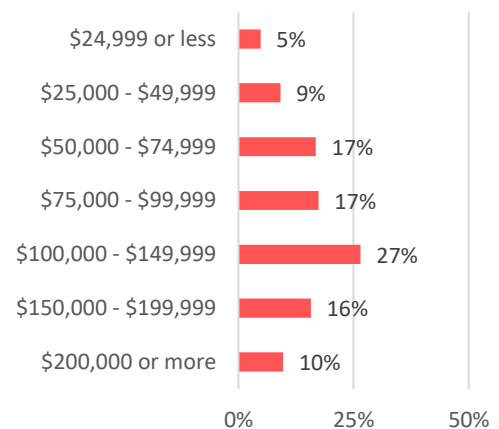
- Eight per cent of respondents currently use an accessibility placard and use accessibility parking spaces.

## 7. Have you ever worked in a job involving the delivery and movement of goods and people? (taxi driver, delivery driver, etc.)



- Two per cent of respondents, or 7 participants, currently work in goods movement and/or taxi services.

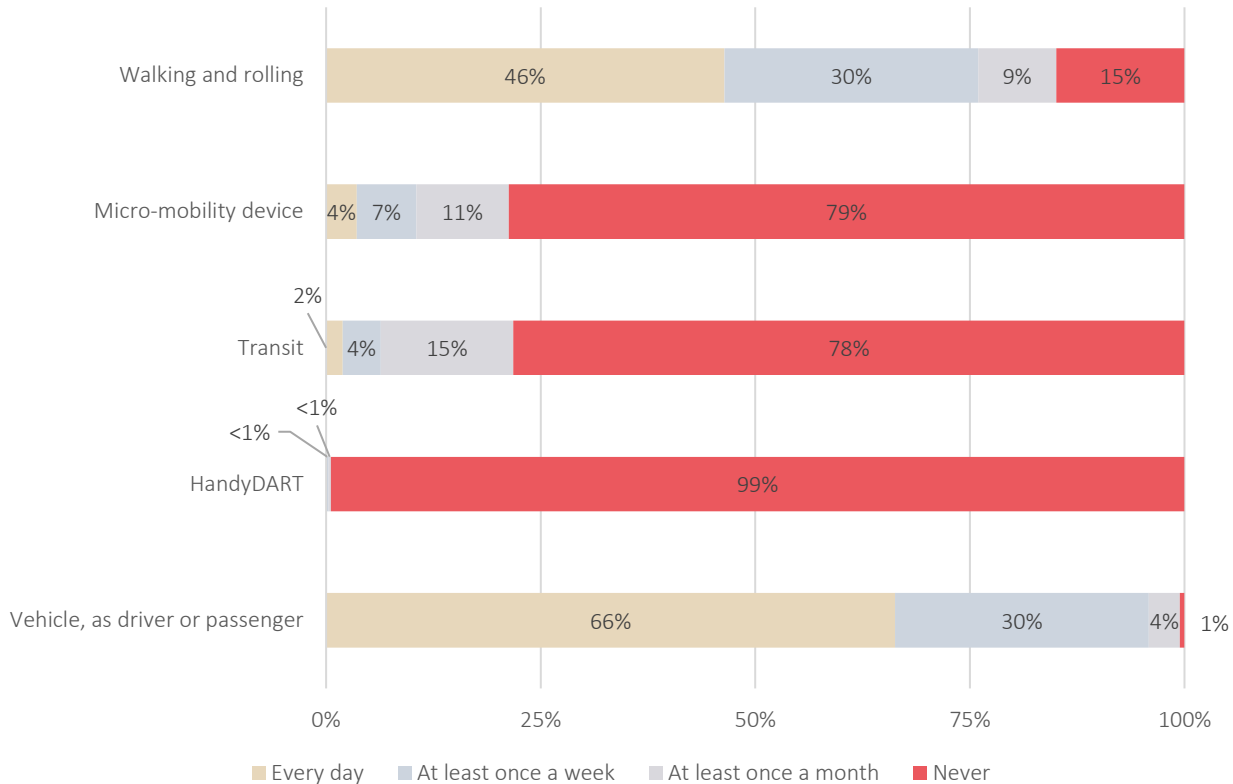
## 8. What is your household income?



- Just over half of respondents (53%) indicated a household income over \$100,000, with the remaining (47%) indicated their income was \$99,999 or under.

## WHAT WE HEARD

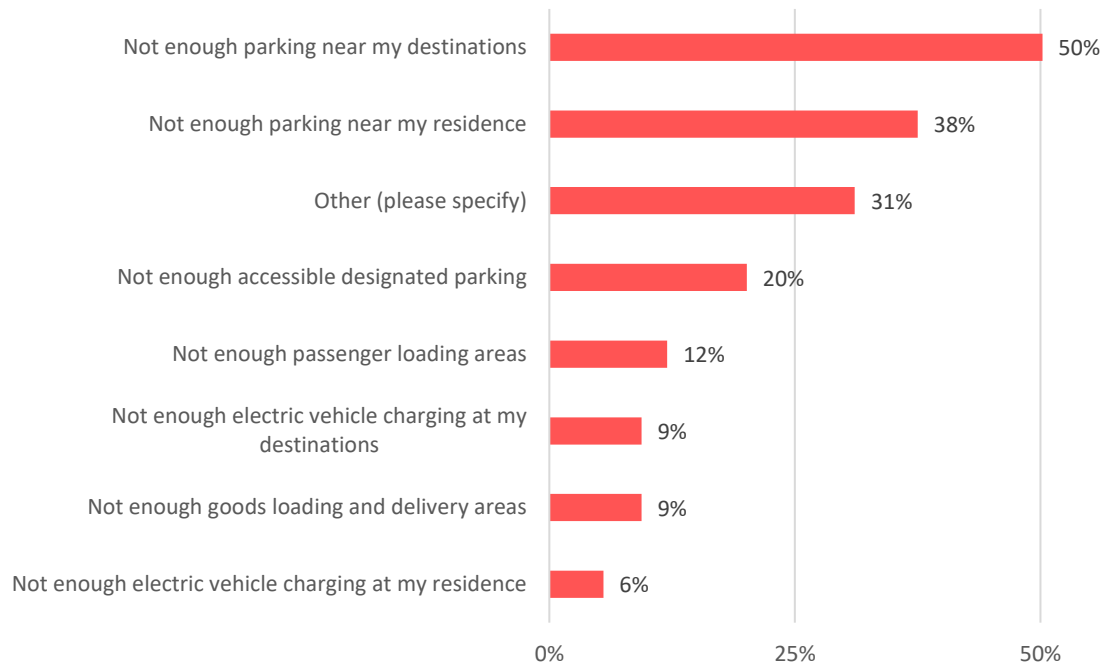
### 9. How do you get around?



### Key Observations

- Two-thirds of survey participants (66%) use a vehicle every day to get around Nanaimo.
- Almost half of survey participants (46%) walk or roll to destinations every day, while 15% indicated they never walk or roll.
- Micro-mobility devices, which includes bicycles, are used daily by 4% of survey participants. Nearly four out of five respondents (79%) never use micromobility devices.
- Out of the 22% of participants who use transit, the largest share (15%) use transit about once a month.
- Two (<1%) survey participants indicated they use HandyDART services: one at least monthly and the other weekly.

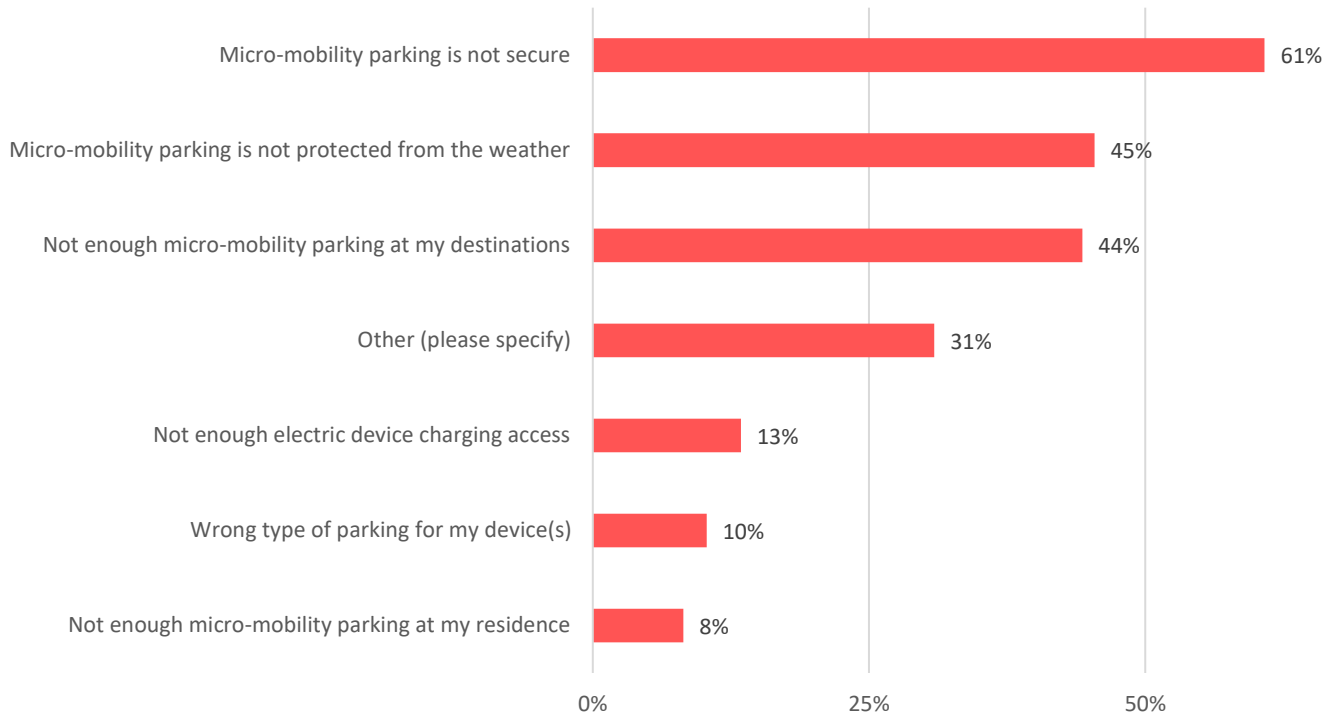
## 10. If you travel by vehicle, what challenges do you face with respect to parking?



### Key Observations

- Half of survey participants (50%) indicated there is not enough parking near their destinations
- Respondents who selected “Other” indicated additional challenges such as...
- When survey results are filtered to only include participants with physical limitations (47 participants):
  - 68% of participants who use a placard indicated that there is not enough accessible designated parking
  - 24% indicated there is not enough passenger loading areas.

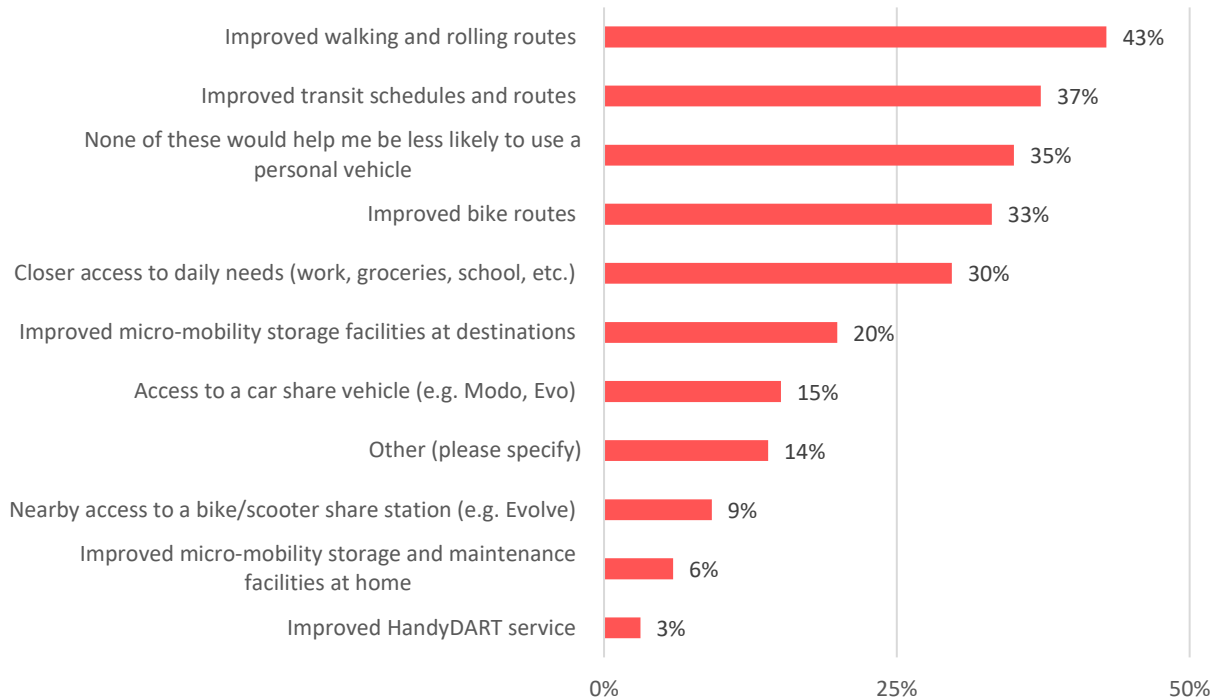
**11. If you use micro-mobility devices, what challenges do you face with respect to parking? Please select all that apply.**



**Key Observations**

- A majority of respondents (61%) indicated that micro-mobility parking is not secure.
- Respondents who selected “Other” indicated additional challenges such as...
- When results are filtered to only include people who use micro-mobility daily or weekly (38 participants):
  - 79% agree that micro-mobility parking is not secure
  - 61% indicate that micro-mobility parking is not protected from the weather
  - 58% indicate that there is not enough micro-mobility parking at their destinations

**12. The City is working to support Nanaimo residents to get around without needing to rely on a vehicle. Please select which of the following would help you complete more of your daily trips without needing to use a vehicle**

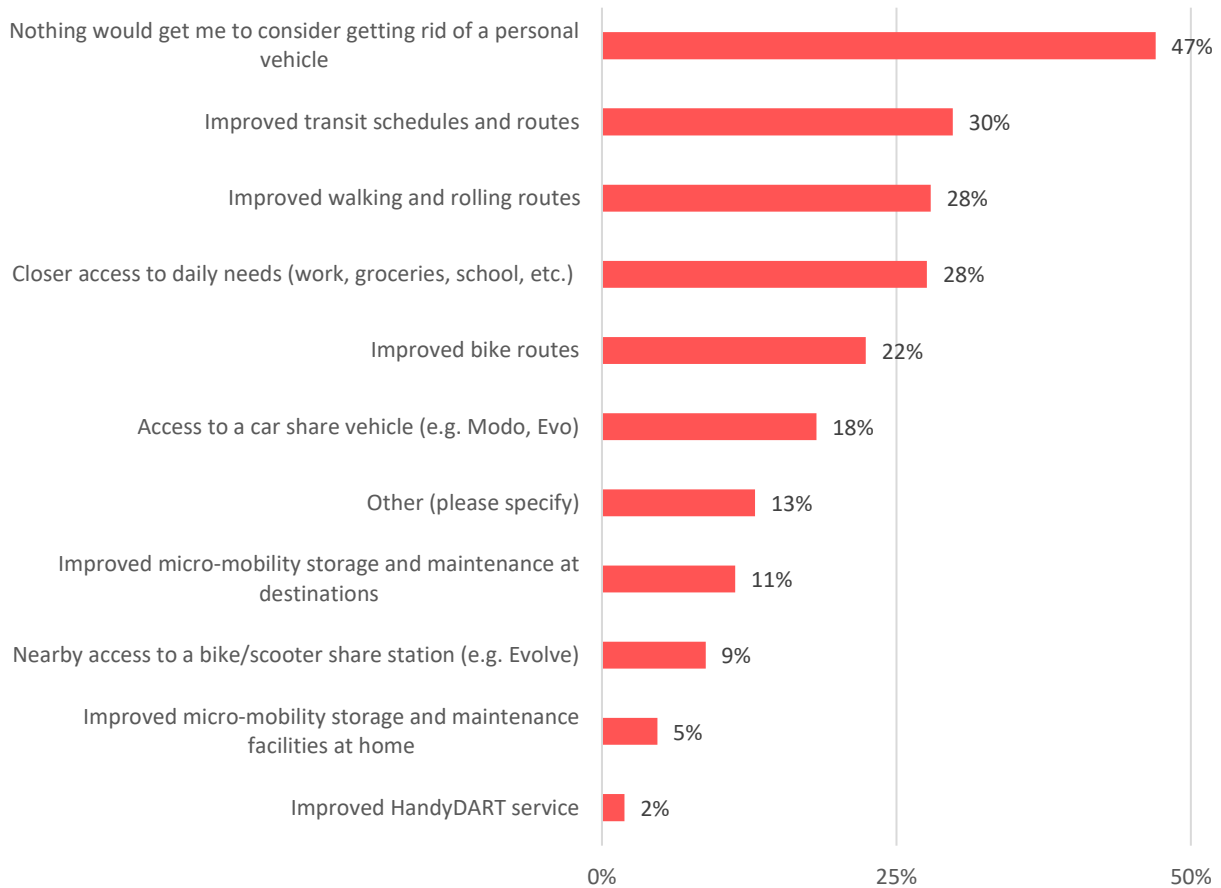


**Key Observations**

- The top factors that would help participants travel Nanaimo without a vehicle were improved pedestrian routes, improved transit schedules and routes and improved bike routes
- 62 participants (17%) who “never” use micromobility indicated that “improved bike routes” would help them improve daily trips without a vehicle.
- 79 respondents (22%) who “never” use transit indicated that “improved transit schedules and routes” would help them improve daily trips without a vehicle.



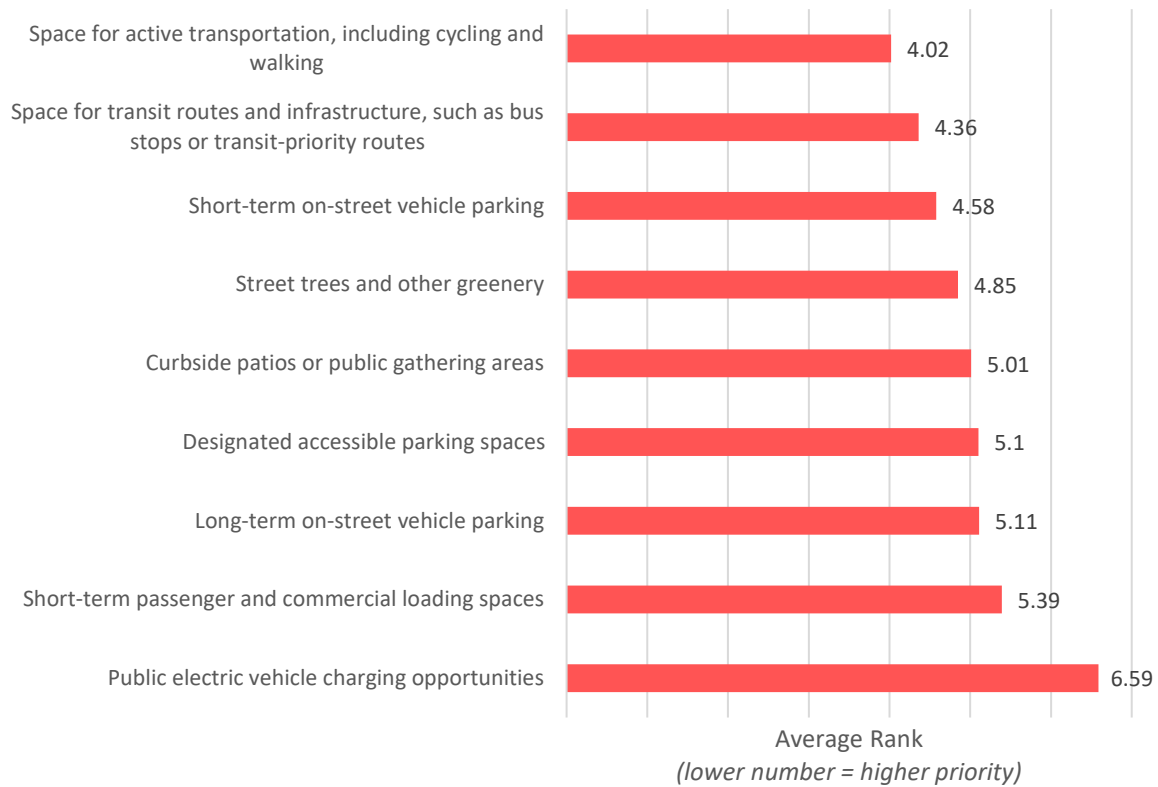
**13. Please select which of the following would help you to not need to own as many vehicles. Please select all that apply**



**Key Observations**

- Nearly half of respondents (47%) indicated that none of the provided options would convince them to get rid of a personal vehicle
- The top factors that would help participants require their vehicle less were
  - improved transit schedules and routes" (30%)
  - improved walking and rolling routes (28%)
  - closer access to daily needs (28%)
- Participants with physical limitations were less likely to consider getting rid of their personal vehicle. The option that would best support daily trips was "improved walking and rolling routes."

**14. The road right-of-way is a shared public space that costs taxpayers to construct and maintain. We're looking at alternative uses curbside space to better serve the community. Please rank the following uses in your order of priority. (1 highest priority, 9 lowest priority)**



#### Key Observations

- The highest-ranked priority for curbside space was space for active transportation, including cycling and walking.
- The highest priority related to vehicle parking was short-term parking spaces, the third-highest priority overall.

# APPENDIX B

## RELEVANT CITY OF NANAIMO POLICIES + ACTIONS

## CITY PLAN – POLICIES

<b>A Green Nanaimo</b>	C1.1.10	Prioritize walking, rolling, cycling, and transit over other transportation modes to help Nanaimo achieve a zero carbon transportation system.
<b>A Connected Nanaimo</b>	C2.1.6	Prioritize the placement of high quality “first kilometre / last kilometre” (start or end of trip) amenities to encourage active and sustainable modes of travel, including transit, walking, cycling, electric vehicles, CarShare, and other options.
	C2.1.7	Manage parking city-wide with a focus on right sizing parking to continue fulfilling key needs including access, loading, and pick-up for businesses; accessible parking for people with mobility or family needs; and EV parking, while recognizing that an overabundance of cheap and convenient parking tends to increase vehicle use and reliance.
	C2.2.8	Implement Transportation Demand Management programs to shift trips to non-automobile modes, reduce automobile trips and travel distances, and reduce parking demand.
	C2.2.14	Provide convenient and secure bicycle parking in Urban Centres, along Corridors, and at key destinations, including parks.
<b>A Healthy Nanaimo</b>	C3.2.6	Use incentives to encourage the development of affordable and accessible rental and owned housing units. Consider providing additional density, parking relaxations, development cost charge reductions, payment of legal fees, or other types of financial measures.
	C3.2.25	Recognize that required onsite parking increases housing costs and ensure that parking requirements consider the intended resident group of new affordable housing developments, as well as road safety implications, and accommodate parking variances where appropriate.
<b>An Empowered Nanaimo</b>	C4.3.26	Where possible, exceed minimum requirements for universal accessibility for parking access and design standards.

## CITY PLAN – DESIRED OUTCOMES

<b>A Connected Nanaimo</b>	<ul style="list-style-type: none"> <li>• Alignment between land uses and mobility networks, with higher density land uses developing in Urban Centres and along Corridors where they are supported by frequent transit and increased walkability.</li> <li>• A fine grained street network that is comfortable and safe for all, especially vulnerable road users. Fine grained street networks have frequent cross streets and avoid long stretches of roads between intersections.</li> <li>• Behavioural changes, including reduction in average distance driven per person per day and reduction in household car ownership, that, in turn, help reduce vehicle emissions and other environmental impacts from transportation, as well as traffic congestion.</li> <li>• A well integrated walking, rolling, cycling, and transit network that is safe, comfortable, convenient, accessible, and enjoyable for persons of all ages and abilities.</li> <li>• An increase in the share of trips made using active modes in Nanaimo.</li> <li>• An increase in the share of trips made by transit in Nanaimo.</li> <li>• Safe, healthy, and equitable mobility for all persons within the city.</li> <li>• Streets and other mobility infrastructure safely accommodate all people and modes of travel in an attractive and comfortable setting.</li> <li>• Streets are planned and designed based on their adjacent land use so that transportation facilities align with the level and type of mobility anticipated.</li> </ul>
<b>A Healthy Nanaimo</b>	<ul style="list-style-type: none"> <li>• A caring, healthy, accessible, inclusive, and safe community that empowers its community members to realize their aspirations.</li> <li>• More affordable housing options of diverse types, tenures, affordability levels, and health supports to meet a variety of community needs.</li> <li>• Equitably distributed affordable housing options across all residential areas.</li> </ul>

	<ul style="list-style-type: none"> <li>Affordable housing innovations supported through emerging regulatory tools, funding, and initiatives.</li> <li>Incentives that encourage incorporation of intergenerational features, services, and amenities into new development or redevelopment.</li> </ul>
<b>An Empowered Nanaimo</b>	<ul style="list-style-type: none"> <li>An inclusive Nanaimo that provides opportunities for active involvement and prosperity for all; welcomes contributions of all members; facilitates participation and social interaction across cultures, genders, orientations, ages, and abilities; and recognizes and fosters respect for diversity as per the Province's <i>Accessibility BC Act</i>.</li> <li>Environments and spaces across all areas of the city that are diverse and vibrant for the enjoyment of all residents.</li> <li>There are many ways for people of all ages and abilities to move freely throughout the city and without barriers.</li> </ul>
<b>A Prosperous Nanaimo</b>	<ul style="list-style-type: none"> <li>Recognition as a "Smart City" that puts data and digital technology to work to make better decisions and improve quality of life for residents.</li> </ul>
<b>Growth Management</b>	<ul style="list-style-type: none"> <li>Strategic growth combined with efficient servicing, transportation, and amenities inside the City Boundary and UCB, while protecting lands with natural, agricultural, or ecological values outside.</li> </ul>
<b>Centres</b>	<ul style="list-style-type: none"> <li>Focused urban growth so that Centres become the city's hubs of activity.</li> <li>Integration of land use and mobility to encourage walking, rolling, cycling, and transit in, around, and to Centres.</li> <li>Complete Centres with a broad mix and range of services.</li> </ul>
<b>Corridors</b>	<ul style="list-style-type: none"> <li>Attractive Corridors with higher intensity residential and mixed-uses.</li> <li>Corridors serving as destinations with attractive human scale development and pedestrian-friendly options for mobility.</li> </ul>
<b>Neighbourhoods</b>	<ul style="list-style-type: none"> <li>Livable, diverse Neighbourhoods with modest increases in housing choice and preservation of existing residential character</li> <li>Thriving local-scale services embedded into Neighbourhoods, providing residents with access to daily needs closer to home.</li> </ul>

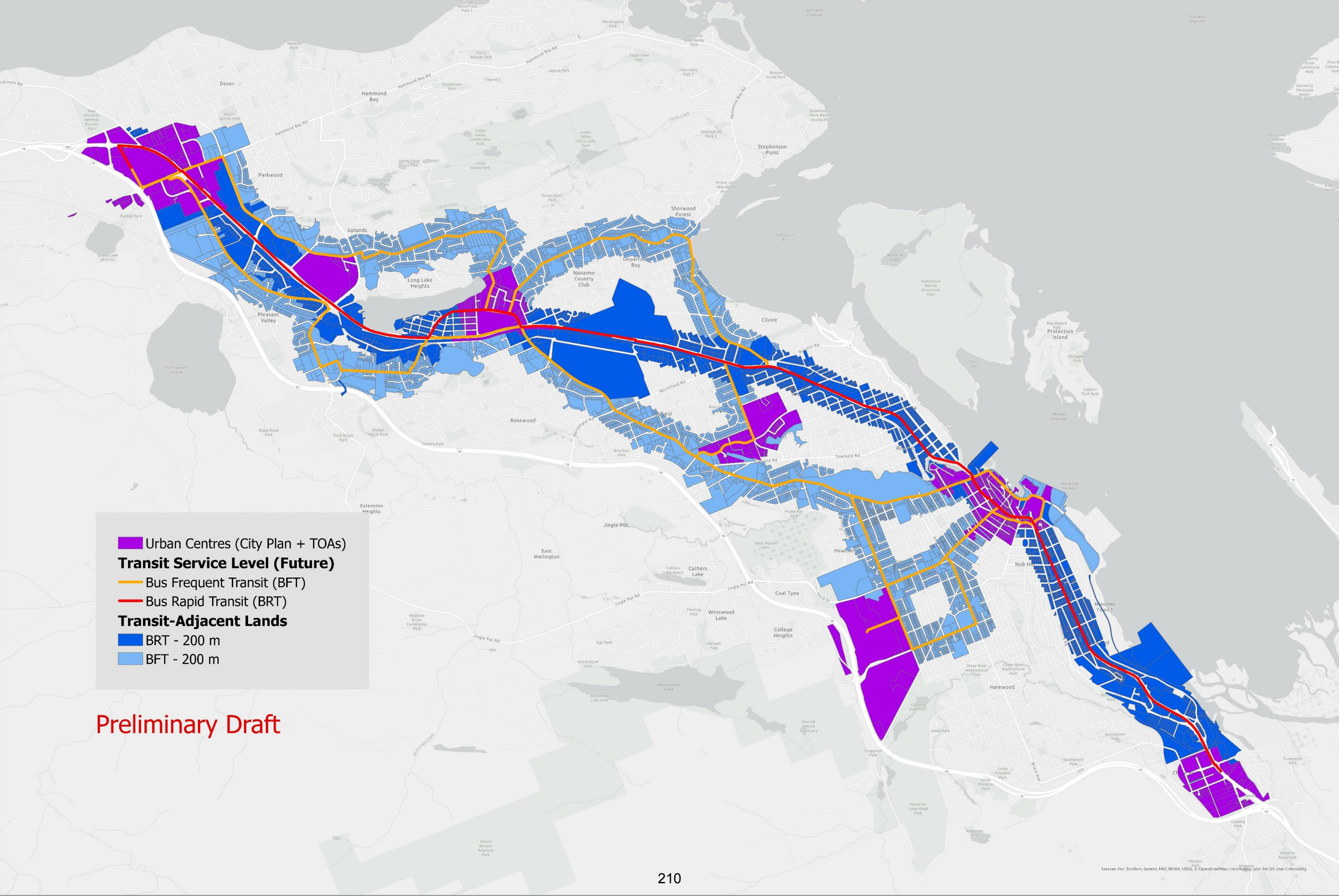
## INTEGRATED ACTION PLAN

<b>A Connected Nanaimo</b>	<p>C2.1.3 Implement pay parking technologies that allow multiple payment methods and remote payment (e.g., online, phone) for extending parking.</p> <p>C2.1.2 Incorporate public parking strategies into Urban Centres Area Plans.</p> <p>C2.1.5 Prepare a public parking strategy to help support investment in streets.</p> <p>C2.1.8 Promote the use of smaller and quieter service and delivery vehicles for the “last-mile”.</p> <p>C2.2.4 Continue to work with private employers and developers to encourage and create incentives for walking, cycling, rideshare, and transit commuting and reduce parking demand.</p> <p>C2.2.6 Develop Bike Parking / End of Trip facilities for short and long-term bicycle parking around key trip generators such as urban centres, transit exchanges, and destination parks.</p> <p>C2.2.9 Update Traffic and Highways Bylaw 5000 to support walk, roll, cycle, and emerging active mobility options.</p>
<b>A Healthy Nanaimo</b>	<p>C3.1.34 Implement a Parking Facility Security Assessment in the downtown area (Bastion, Vancouver Island Conference Centre, and Harbour Front Parkades).</p> <p>C3.2.25 Conduct a parking supply and demand assessment study for non-market and rental housing projects located near frequent transit, to support changes to parking requirements and/or support parking variances based on findings.</p>
<b>A Green Nanaimo</b>	<p>C1.1.33 Through the use of incentives and education, work with existing building owners to provide EV parking, in compliance with City Parking Bylaw.</p> <p>C1.1.38 Review City parking facilities and rates to identify potential spaces for zero-emission vehicles and other type of vehicles that support transportation mode shift and lower Greenhouse Gas emissions.</p>

# APPENDIX C

## TRANSIT-ADJACENT LANDS MAP (PRELIMINARY DRAFT)





# URBAN SYSTEMS

# Nanaimo Parking Review + Bylaw Update

## Governance + Priorities Committee Meeting

July 14 2025

**URBAN**SYSTEMS

1

## Overview

### Why the Parking Review + Bylaw Update?

- Better align parking practices with current City priorities
- Reflect recent change in provincial parking regulations
- Identify options for parking to achieve other objectives

2



# Overview

## Why the Parking Review + Bylaw Update?

- Better align parking practices with current City priorities
- Reflect recent change in parking regulations
- Identify options for parking to achieve other objectives

### Key Regulatory Documents:

- Off-Street Parking Regulations Bylaw
- Traffic + Highways Regulation Bylaw
- Crossing Control Bylaw

3

## Overview, cont.

### Project Process



4

# Community Engagement

March / April 2025



Project  
Webpage



Interest Holder  
Conversations



Community  
Survey

5

# Community Engagement

Key take-aways...

- Vehicle ownership is lower in the downtown and surrounding area
- Parking is expensive to construct, impact on development costs
- Community support for prioritizing active transportation and public transit

6

## Guiding Principles



Policy Alignment



Complete Mobility






Aspirational /  
Forward Looking

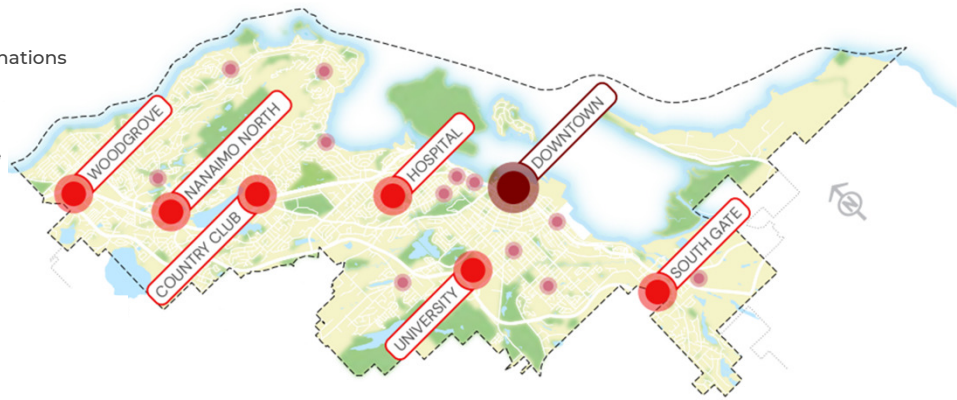
7

## Preliminary Directions

Adjust requirements in Primary + Secondary Urban Centres  
to support desired land use and transportation options

City Plan  
Future Land Use Designations

-  Primary Urban Centre
-  Secondary Urban Centre
-  Neighbourhood Centre



8

## Preliminary Directions

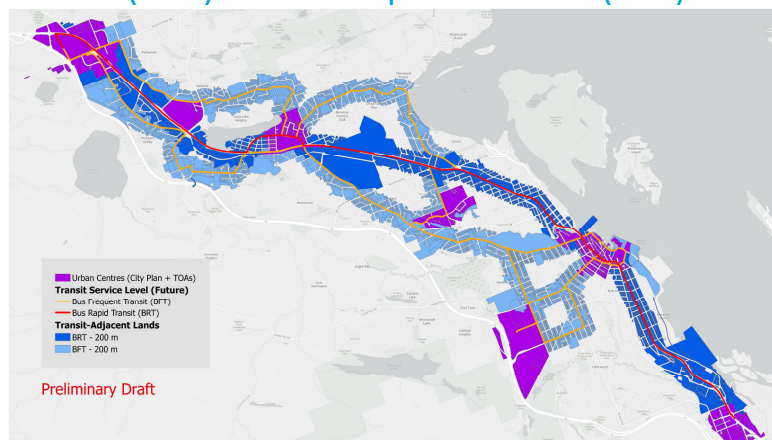
Adjust requirements in Primary + Secondary Urban Centres to support desired land use and transportation options

- Remove minimum parking supply requirements to allow for reduced parking supply (VPS-1)
- Establish maximum parking supply requirements to prevent over-supply (VPS-2)
- Eliminate cash in-lieu of parking policy, seek contribution through regulations (CIL-1)

9

## Preliminary Directions

Support increased transit ridership in Transit-Adjacent Lands nearby Bus Rapid Transit (BRT) + Bus Frequent Transit (BFT) corridors



10

## Preliminary Directions

Support increased transit ridership in Transit-Adjacent Lands nearby Bus Rapid Transit (BRT) + Bus Frequent Transit (BFT) corridors

- Reduce minimum parking supply requirements for residential uses near transit to reflect transit availability (VPS-3)
- Increase transit supportive transportation demand management (TDM) requirements to encourage ridership (TDM-1)

11

## Preliminary Directions

Introduce new and/or increased requirements for sustainable transportation facilities to support the City's mobility objectives

- Increased bike parking requirements in Urban Centres (BP-1)
- Enhanced bike parking design requirements (BP-3), new requirements for cycling end-of-trip facilities (BP-4)
- New requirements for TDM in Urban Centres + Transit-Adjacent Lands (TDM-1)
- In other areas, allowance for reduced parking supply where TDM measures are provided (TDM-2)

12



## Preliminary Directions

Adjust regulations to continue to support unique parking needs inline with City objectives

- Improve accessible parking design requirements (AP-2), maintain appropriate accessible parking provision (AP-1)
- Introduce requirements for small loading / delivery spaces to support meal delivery, e-commerce, etc (OSL-2)
- Introduce requirements for mobility scooter parking for select land uses (AP-3)
- Updates to other, general parking supply requirements (VPS-4)

13

## Preliminary Directions

Focus curbside management in areas where changes to off-street parking regulations may impact curbside functions

- Formalize a curbside management framework to support decision-making (CM-1)
- Identify strategies to monitor curb conditions and pro-actively pursue change (CM-2)

14

## Closing

Seeking confirmation from GPC to advance preliminary directions

Additional detail forthcoming once preliminary directions confirmed

Subsequent presentation to GPC anticipated Fall 2025

Updates made as proposed bylaw amendments

15

Thank you!

**URBAN**SYSTEMS

16

DATE OF MEETING JULY 14, 2025

AUTHORED BY FRASER MAH, TRANSPORTATION ENGINEER,  
TRANSPORTATION

SUBJECT REVIEW OF NANAIMO PARKING RATES AND PENALTIES

## **OVERVIEW**

### **Purpose of Report**

The following report provides an overview of the current rates structure that the City charges for vehicle parking fees and fines with the intent of identifying areas to be updated to ensure that the parking rates are aligned with Nanaimo's Official Community Plan (OCP) and other objectives.

### **Recommendation**

That the Governance and Priorities Committee recommend that Council direct Staff to update existing public vehicle parking rates and fines to align with City Plan policies and similar BC municipalities.

## **BACKGROUND**

The provision of ample, accessible vehicle parking has historically been seen as an essential function of the overall transportation system. As we work towards decreasing the reliance on personal vehicles in favour of more sustainable modes of mobility, the role of vehicle parking is being rethought.

The rates that are charged for public on-street and off-street vehicle parking facilities, as well as the fines charged for parking violations, are an important part of an effective overall parking management system. As part of the ongoing Parking Review and Bylaw Update, Staff have completed a preliminary review of Nanaimo's existing parking rates and fines. Parking fees and fines are an important tool to ensure parking space is most efficiently utilized while maintaining equity and accessibility, as well as effectively discouraging unwanted vehicle parking behaviours. The intent is to identify potential rate adjustments to best align the rates with the overall goals of the City.

This parking rates and fines review relates to the following policies established in the Official Community Plan:

- C2.1.7 – Manage parking city-wide with a focus on right sizing parking to continue fulfilling key needs including access, loading, and pick-up for businesses; accessible parking for people with mobility or family needs; and EV parking, while recognizing that an overabundance of cheap and convenient parking tends to increase vehicle use and reliance.

- C2.2.8 – Implement Transportation Demand Management programs to shift trips to non-automobile modes, reduce automobile trips and travel distances, and reduce parking demand.

Relevant items from the Integrated Action Plan (IAP) include:

- C1.1.38 – Review City Parking facilities and rates to identify potential spaces for zero-emission vehicles and other types of vehicles that support transportation mode shift and lower Greenhouse Gas Emissions
- C2.1.2 – Incorporate public parking strategies into Urban Centres Area Plans
- C2.1.3 – Implement pay parking technologies that allow multiple payment methods and remote payment (e.g., online, phone) for extending parking
- C2.1.5 – Prepare a public parking strategy to help support investment in streets.

## **DISCUSSION**

An effective public vehicle parking management system will seek to provide parking where it's needed by those who most need it, in balance with other priorities for public space. Parking rates charged and fines levied impact many aspects of the overall public vehicle parking management system including:

- Likelihood that someone will choose to park in a high demand area vs. parking further away or using alternative modes of transportation.
- Ensuring parking is available to those who need it most (in coordination with other regulations to balance equity and accessibility).
- Avoiding vehicles being parked in high demand locations for longer than necessary.
- Mitigating the likelihood of parking infractions when fines are trivial.
- Providing cost-recovery to offset the capital, operating, and maintenance costs of providing parking areas.
- Minimizing greenhouse gas emissions and traffic congestion generated by drivers spending time driving around looking for available parking.
- Detering illegal parking, which is often a safety concern when parking occurs in fire lanes, obstructs intersection sight lines, blocks movement lanes, etc.

The City targets an 85% parking occupancy rate as an effective threshold where greater than 85% is overcapacity and under 85% occupancy typically means that drivers are still able to find a parking space. Certain areas of the City often exceed this threshold during certain time periods, most notably the University, Hospital, and Downtown. Rates are often adjusted based on the time of day, day of the week or seasonally in order to balance variations in demand over time.

Some of the existing issues that have been identified in the City that may benefit from a rates review include:

- Low turnover of preferred parking spaces adjacent to businesses. This can limit economic activity and prevent spaces being utilized by individuals who most need them.
- Low compliance with current parking regulations.
- Misalignment of parking rates with inflation based on the last review being completed in 2014. The costs associated with maintaining existing parking infrastructure and the cost to replace these assets when they reach their end of life have increased significantly in this time.

- An abundance of inexpensive or free vehicle parking encourages the use of personal vehicles and disincentivizes mode shift efforts.

Over the last three years (2022-2024), Parking operations had an average surplus of \$447,000 from fees and fines which were contributed to the Parking Reserve. However, the average annual projected project expenditure for 2025-2034 related to parking is \$1.17M, meaning that the current contribution to reserve is insufficient to recover the project expenditures by \$718,000 per year. This results in the use of other funding sources such as property tax, the General Asset Management Reserve Fund, other reserves and external grants to meet the long-term project expenditure requirements. These values are summarized in Table 1.

Table 1: Average Annual Parking Revenue and Expenses (2022 – 2024)

	Total Parking Funded from Fees		
	2022	2023	2024
<b>Revenue Collected</b>	1,483,443	1,862,333	2,048,212
<b>Operating Expenses</b>	1,256,747	1,398,984	1,395,898
<b>Contribution to Reserve</b>	<b>226,696</b>	<b>463,349</b>	<b>652,314</b>

<b>Actual Project Expenditure</b>	36,560	677,307	717,957
<b>3 Year Average Contribution to Parking Reserve</b>	447,453		
<b>Average Annual Project Expenditure-2025-2034</b>	1,165,583		
<b>Shortfall in Annual Contribution to Reserve</b>	<b>(718,130)</b>		

In addition to the costs that are directly related and funded by parking fees, the City has other costs associated with parking that are funded through property tax revenue. Over the last three years, the City has spent an average of \$2.7M per year on road maintenance costs such as road repairs, curbing, and signage. This work includes maintenance of the roadway as well as any associated on-street parking. Additionally, there has been an average of \$111,740 during those same years for parking enforcement costs which are also funded through property tax revenue. Additional detail on this analysis can be found in Attachment A.

We have also compiled the following comparisons to similar municipalities in BC to identify how Nanaimo's rates and fines compare as compiled in Table 2. Ranges indicate both variability over time (time of day, day of week, seasonality) as well as different areas in each City where demand is higher or lower.

Table 2: Summary of public vehicle parking rates and fines for similar BC municipalities

	On-Street Parking Fees (hourly)	Off-Street Parking Fees			Parking Violation Fines
		Hourly	Daily	Monthly	
<b>Nanaimo</b>	<b>\$1.25</b>	<b>\$0.75 - \$1.00</b>	<b>\$6.00 - \$9.00</b>	<b>\$75.00 - \$110.00</b>	<b>\$30.00 - \$35.00</b>
Kelowna	\$1.25 - \$3.50	\$1.25	\$7.00 - \$7.50	\$96.50 - \$179.50	\$20.00 - \$30.00
Kamloops	\$1.25 - \$2.50	\$1.25	\$4.00 - \$6.00	\$40.00 - \$75.00	\$10.00 - \$50.00

Victoria	\$1.50 - \$4.00	\$2.50 - \$3.00	\$12.50 - \$17.50	NA	\$60.00 - \$80.00
Prince George	\$1.00	\$1.00	\$7.00	\$73.00 - \$119.00	\$50.00 - \$75.00
Chilliwack	\$0.00	\$0.00	\$0.00	\$0.00	\$20.00 - \$50.00

Generally higher than Nanaimo's rates
Generally on par with Nanaimo's rates
Generally lower than Nanaimo's rates

Through this review, it was identified that Nanaimo's rates generally fall within the range of rates and fines charged by similar municipalities. Some specific observations identified in the detailed review include:

- For on-street parking hourly rates, Nanaimo does not vary the rates based on timing or location compared to Kelowna, Kamloops and Victoria that have all implemented more refined systems to address demand variability. Kelowna and Kamloops also utilize duration-based parking rates with hourly fees increasing for vehicles in the third hour they are parked in the same space to encourage parking turnover.
- Victoria does not offer monthly parking rates. Monthly parking permits have been identified as a barrier to achieving overall transportation mode shift as they can be perceived as a "sunk cost" to folks who may otherwise intermittently walk, bike or transit. Note that generally, Victoria is a different context from Nanaimo in terms of population density and parking demand.
- Kelowna has a specific on-street parking rate used for the hospital area that matches Nanaimo's \$1.25 per hour but is capped at 3 hours maximum.

While the parking rates and fines in Nanaimo are generally comparable with similar BC municipalities, the existing issues we are working to address can be improved by a targeted review and update of the parking rates and fines in conjunction with the ongoing Parking Review and Bylaw Update underway. In addition to the review of other municipalities, it's noted that the short-term hourly parking rate at VIU is \$3.25 per hour.

## **OPTIONS**

1. That the Governance and Priorities Committee recommend that Council direct Staff to update our existing public vehicle parking rates and fines to align with City Plan policies and similar BC municipalities.
  - The advantages of this option:
    - i. Updating parking rates to best achieve the goals of the Official Community Plan.
  - The disadvantages of this option:
    - i. Equity considerations will be incorporated into the overall strategy; however, any rate increase has the risk of disproportionately impacting economically disadvantage communities.
  - Financial Implications:
    - i. Staff time to prepare the review and update of the parking rates and fines in bylaw.

- ii. Revenue generated by the adjusted rates and fines are anticipated to increase nominally which would help to offset taxpayer expenses to operate and maintain parking infrastructure.
- 2. That Council maintain existing public vehicle parking rates and fines as established in bylaw.
  - The advantages of this option:
    - i. Continuity of existing rates and fines for public understanding.
  - The disadvantages of this option:
    - i. Our existing rates and fines lack sophistication to effectively manage parking supply and demand.
    - ii. Does not align with City Plan or Integrated Action Plan actions.
    - iii. Encourages status quo vehicle reliance and does nothing to support mode shift.
    - iv. Does not create opportunities to increase accessibility or equity.
  - Financial Implications:
    - i. No additional Staff time.
    - ii. Parking remains more heavily subsidized at the expense of taxpayers.

#### **SUMMARY POINTS**

- Nanaimo is completing a comprehensive review of our parking bylaws and as part of that we are reviewing the public vehicle parking rates and fines.
- Parking rates and fines are an important tool used by municipalities to manage the parking supply ensuring accessible and equitable access and parking management.
- Generally, Nanaimo is aligned with similar BC municipalities for the public vehicle parking rates and fines.

#### **ATTACHMENTS:**

Attachment A – City of Nanaimo Parking Revenue and Expenses |

**Submitted by:**

Jamie Rose  
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Director, Engineering

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Works  
|



# ATTACHMENT A

## Parking Operations Funded from Parking Fees

	Parkades		
	2022	2023	2024
Revenue Collected <sup>(1)</sup>	951,590	1,192,825	1,378,029
Operating Expenses <sup>(2)</sup>	757,348	838,364	840,013
Contribution to Reserve	<u>194,242</u>	<u>354,461</u>	<u>538,016</u>
Actual Project Expenditure	36,560	569,477	670,014

	Parking Lots		
	2022	2023	2024
Revenue Collected <sup>(1)</sup>	219,386	237,921	222,346
Operating Expenses <sup>(2)</sup>	173,779	186,069	184,423
Contribution to Reserve	<u>45,607</u>	<u>51,852</u>	<u>37,923</u>
Actual Project Expenditure	-	-	13,178

	Street Parking		
	2022	2023	2024
Revenue Collected <sup>(1)</sup>	312,467	431,587	447,837
Operating Expenses <sup>(2) (5)</sup>	325,620	374,551	371,461
Contribution to Reserve	<u>(13,153)</u>	<u>57,036</u>	<u>76,376</u>
Actual Project Expenditure	-	107,830	34,765

	Total Parking Funded from Fees		
	2022	2023	2024
Revenue Collected <sup>(1)</sup>	1,483,443	1,862,333	2,048,212
Operating Expenses <sup>(2)</sup>	1,256,747	1,398,984	1,395,898
Contribution to Reserve <sup>(3)</sup>	<u>226,696</u>	<u>463,349</u>	<u>652,314</u>
Actual Project Expenditure	36,560	677,307	717,957
3 Year Average Contribution to Parking Reserve			447,453
Average Annual Project Expenditure- 2025-2034			1,165,583
Shortfall in Annual Contribution to Reserve			<u>(718,130)</u>

## Parking Operations Funded from Property Tax

	Brechin Boat Ramp		
	2022	2023	2024
Revenue Collected	57,664	61,428	52,851
Operating Expenses	29,254	36,859	40,868
Net Surplus Before Contribution to Reserve	<u>28,410</u>	<u>24,569</u>	<u>11,983</u>
Contribution to Reserve <sup>(4)</sup>	13,410	9,569	-
Net Surplus After Contribution to Reserve	<u>15,000</u>	<u>15,000</u>	<u>11,983</u>

	Parking Enforcement		
	2022	2023	2024
Revenue Collected	-	-	-
Operating Expenses	114,412	109,421	111,387
Operating Surplus/ (Deficit)	<u>(114,412)</u>	<u>(109,421)</u>	<u>(111,387)</u>

### Notes

- (1) Bad debt expense is allocated as 70% attributed to street parking, and the remaining 30% evenly divided between parking lots and parkades.
- (2) Parking fines administration expenses are allocated based on the number of parking spots.
- (3) At December 31, 2025 the General Parking Reserve is projected to have a closing balance of \$1.4M
- (4) Any operating surplus above \$15,000 from Brechin boat ramp will be contributed to Brechin Boat Ramp Reserve to fund future improvements to the Brechin boat ramp. At December 31, 2025 the Brechin Boat Ramp reserve is projected to have a closing balance of \$54k. From 2022-2024, Brechin Boat Ramp had a project expenditure of \$346k for dock and amenity improvements.
- (5) The city budgets an average of \$2.7 million annually for the maintenance of roads including associated on-site parking. This amount is not included in the street parking operational expenses listed above.

### 2025-2034 Project Plan

The 2025 - 2034 Project Plan includes project expenditures of \$11.08M for Parkades, \$260k for Parking Lots, \$308k for equipment, study/plans and \$278k for phase 2 of the Brechin Dock replacement.

The 2025 – 2034 Project Plan does not include separate expenditures for street parking stall renewals/upgrades, as these are incorporated into the broader road rehabilitation projects. The City has 389 kms of linear street parking, paved and unpaved. It is estimated to cost \$95 per meter square to rehab the road.