

TO: MAYOR & COUNCIL
FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **PROPOSED INTERIM TOD PARKING POLICY**
PURPOSE: To establish an interim Transit Oriented Development (TOD) parking policy for sites within 800m of SkyTrain Stations.

REFERENCES

Address: 9850 Austin Road, 9858/9898 Gatineau Place, and Ptn. Gatineau Place road right-of-way
Legal: Lot 101, DLs 2 and 4, Group 1, NWD Plan 43016 Exc. Plans LMP44608, LMP51272, LMP 52074 and Plan EPP15369 Lot 2 Exc: Firstly: Part on Statutory ROW Plan 21111; Secondly: Part on Statutory ROW Plan 4829; Thirdly: Part on Statutory ROW Plan LMP52075; DL 2, Group 1, NWD Plan 4286 Parcel "A" (Explanatory Plan 11608) of Lot 1, DL 2, Group 1, NWD Plan 4286
Applicant: Mike De Cottis; Pinnacle International
Current Zoning: CD Comprehensive Development District (based on P2 Administration and Assembly District, C3 General Commercial District, RM5s Multiple Family Residential District, and Lougheed Town Centre Plan as guidelines)
Proposed Zoning: CD Comprehensive Development District (based on C3 General Commercial District, RM5s Multiple Family Residential District, and Lougheed Town Centre Plan as guidelines)

RECOMMENDATION

THAT Council approve an interim Transit Oriented Development (TOD) parking policy for multiple-family (strata) within 800m of a SkyTrain Station throughout the City at a ratio of 0.6 spaces per unit (inclusive of 0.1 spaces for visitors), as outlined in Section 3.0 of the "Proposed Interim TOD Parking Policy" report prepared by the General Manager Planning and Development dated June 19, 2023.

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS

I concur with the recommendation of the General Manager Planning and Development.

EXECUTIVE SUMMARY

The Climate Action Framework and Burnaby Transportation Plan have established targets to assist the City in achieving carbon neutrality by 2050. The applicant for REZ #18-32 had requested the ability to work with the City in determining an appropriate interim Transit Oriented Development (TOD) parking standard for their development given its walking distance of the Lougheed Town Centre SkyTrain Station. With direction from the City, the applicant retained the services of local and international transportation engineers (Bunt and Associates, and WSP) to study the local transportation impacts and parking demand, as well as North America wide parking requirements for TOD.

This analysis has resulted in staff recommending a generalized interim TOD Parking Policy for multiple-family (Strata) developments throughout the city that are within 800m of a SkyTrain Station. The proposed minimum standard is 0.6 spaces per unit (inclusive of 0.1 spaces per unit for visitors). While the policy is interim and requires a more fulsome analysis of City-wide parking ratios to be completed by the General Manager Engineering, the proposed TOD parking ratio will significantly advance the City's goals of achieving a 90% mode split in Town Centres under the Burnaby Transportation Plan and carbon neutrality by 2050 as established in the City's Climate Action Framework. It is also anticipated that the reduced standard will have downward pressure on housing costs at a time of rapid cost escalation.

1.0 POLICY SECTION

The proposed parking rates are consistent with the following policies and plans adopted by Council:

- Corporate Strategic Plan (2022);
- Regional Context Statement (2013);
- Official Community Plan (1998);
- Lougheed Core Area Master Plan (2016);
- Economic Development Strategy (2007);
- Social Sustainability Strategy (2011);
- Environmental Sustainability Strategy (2016);
- Home Strategy (2021);
- Climate Action Framework (2020); and
- Transportation Plan (2021).

2.0 BACKGROUND

In 2010 the Burnaby Zoning Bylaw was amended to permit a parking ratio of 1.1 spaces per unit (inclusive of 0.1 spaces per unit for visitors) for multiple-family strata developments under 's' category zoning within Burnaby's four Town Centres. This was a variance from the previous parking requirement of 1.6 spaces per unit (inclusive of 0.25 spaces per unit for visitors). To achieve this parking reduction, a suitable Transportation Demand Management strategy for each site was required.

In 2020, the Burnaby Zoning Bylaw was amended to permit a parking ratio of 0.6 spaces per unit (inclusive of a 0.1 space per unit for visitors) for multiple-family rental developments, with the ability to lower the parking ratio at the recommendation of the General Manager Planning and Development, where a supporting parking analysis is provided.

In 2022 the Burnaby Zoning Bylaw was amended to permit Payment In Lieu (PIL) for specific commercial, institutional and industrial parking requirements of up to 35% of the required parking at a cost of \$25,000.00 per stall. Funds achieved through the PIL program are split evenly between the City's provision of off-street parking and the funding of alternative transportation infrastructure.

It is worthy to note that, collectively, these amendments have not resulted in significant negative impacts to the Burnaby transportation network.

The subject development, REZ 18-32, proposes a high density mixed-use master concept for four towers adjacent the Lougheed Town Centre SkyTrain Station, with the first phase consisting of two high rise residential towers measuring 73 and 80 storeys in height, atop an office/retail podium with full underground parking. The proposed development is required to provide 14 levels of underground parking, with 1,612 residential strata parking spaces inclusive of 147 visitor spaces and 171 accessible parking spaces. The applicant for REZ 18-32 noted, and staff generally concur, that compliance with the Zoning Bylaw multiple-family strata parking requirements of 1.1 spaces per unit would have significant impacts upon housing affordability, and the advancement of the City's Climate Action Framework and Burnaby Transportation Plan goals of a 75 % mode shift to sustainable transport modes and carbon neutrality by 2050.

Recognizing the sheer volume of parking required on this site, and many other sites within close proximity to rapid transit, Planning staff requested that in addition to the Transportation Impact Assessment (TIA) and local parking study prepared by Bunt and Associates, a North America wide parking study by a third-party Transportation Planning firm, WSP, be prepared with direction by the Planning Department to demonstrate the parking needs for a location adjacent to rapid transit as compared to other transit oriented developments across Canada and the United States.

To ensure that the findings of this study could meaningfully influence the subject development, staff in a report regarding the subject rezoning application by the General Manager Planning and Development dated April 20, 2022 noted the advancement this study and its potential recommendations for appropriate parking ratios prior to Final Adoption.

3.0 GENERAL INFORMATION

As part of the Lougheed Core Area Master Plan a Master Transportation Study was prepared by Bunt and Associates in 2014, recommending potential reductions in parking spaces below those in the Zoning Bylaw, subject to the submission of a further parking study and Transportation Impact Assessment (TIA). This direction was supported by parking studies prepared by Metro Vancouver and TransLink in 2012 and 2018 that demonstrated that multiple family strata and rental sites in Metro Vancouver including Burnaby, were significantly over sized based on parking utilization information gathered on parking demands across the region. This direction was continued with the completion of the Burnaby Transportation Plan (BTP) which recommended a citywide 75% mode split target by 2050 in order to meet the City's Climate Action Framework of carbon neutrality by 2050.

In order to meet this mode split, a higher target of 90% is required in TOD areas such as Town Centres, and a significant number of vehicles would need to be taken off the road. As such, the BTP recommended undertaking a City-wide Parking and TDM analysis, with the intent of recommending amendments to the Burnaby Zoning Bylaw - Parking Schedule to better match parking requirements influence, parking demand and advance the City's climate action goals. While this analysis is ongoing, Planning staff saw an opportunity to implement immediate change for sites within close proximity (800m) of a SkyTrain Station.

Leveraging the resources provided through REZ 18-32, staff worked directly with Bunt and Associates and WSP Engineers to review and prepare studies detailing local parking demand and North America wide TOD parking standards. The following report section summarizes the scope and findings of these studies.

3.1 Statement of Land Use Integration

The studies reviewed complimentary land uses with consideration for temporal variation in trip generation and parking requirements; assessed how integration between land uses can reduce overall trip generation; and provided insights on the proposed scope of the various land uses and how this typically influences car dependency versus transit and active mode choice. This was reflected in a Statement of Land Use Integration.

3.2 Parking Rates Study

The studies provided a comparative analysis between the parking stall requirement calculations in the Zoning Bylaw, and the parking stall requirement calculations of six other North American cities with comparable density, transit proximity and mix of retail, services and community amenities.

The studies also provided a narrative on global trends based on information provided from WSP transport planning professions in other locations around the world. Through its technical analysis, it prepared estimates for multi-purpose trips (e.g., what proportion of retail trips may be combined with hospitality, medical, entertainment, etc.); as well as assessed temporal variations between peak

parking demands for each land use and critical parking periods. It also estimated mode share based on site location, land uses, proximity to transit and active modes infrastructure. The result was to undertake a first principles approach to parking calculation to estimate actual parking demand for the subject site and other TODs with similar characteristics.

3.3 Parking Design Assessment

The studies provided suggestions for design practices that can be incorporated into TODs to support adapting the parking structure to provide alternative uses for parking levels in the future should demand continue to reduce over time. Such uses could include social and amenity spaces, storage, stormwater detention, light manufacturing, and hydroponic agriculture.

3.4 Transportation Demand Management Study

While a more fulsome analysis is required, the studies proposed a Transportation Demand Management (TDM) strategy that identifies and recommends the highest value TDM measures that promote sustainable travel modes and reduce car dependency. As requested by the City, this TDM strategy includes empirical data relating to measures that can be taken to make travel choices easy without relying on car use, shifting travel behaviour at both the neighborhood scale and building scale.

3.5 Summary of Benchmark Parking Requirements

The WSP study undertook a comparative review of Burnaby’s vehicle and bicycle parking requirements for the subject development, as compared to the parking requirements of the Cities of Vancouver, Toronto, Seattle, Portland, Chicago and Boulder, as they relate to sites that were within 800 meters of rapid transit or 400 meters of frequent bus service.

MUNICIPALITY	% OF BURNABY VEHICLE PARKING	VEHICLE PARKING	ACCESSIBLE PARKING	BIKE PARKING
City of Burnaby	—	3,734	353	6,385
City of Vancouver	41.00%	1,531	125	6,854
City of Toronto	48.55%	1,813	39	3,322
City of Seattle	0.00%	0	0	2,673
City of Chicago	52.20%	1,949	39	4,002
City of Portland	24.93%	931	19	4,721
City of Boulder	49.25%	1,839	28	6,118

Table 1 – Summary of Parking Requirements for Study Site Based on Benchmark Municipal Comparators

While the preceding table identifies both Commercial and Residential parking requirements, Burnaby's parking requirements on the whole were significantly greater than the rate of the comparable cities with respect to TOD.

4.0 PROPOSED INTERIM TOD PARKING POLICY

Arising from the local parking demand analysis undertaken by Bunt and Associates, and the North America wide TOD parking requirements reviewed by WSP, separate independent recommendations for TOD parking reductions were proposed as follows:

4.1 Bunt Study Recommendation

It is noted that the analysis by Bunt and Associates reviewed local parking demand, or how many residential strata parking spaces that can be feasibly absorbed by a TOD residential strata development such as the subject site. The analysis did not analyze the minimum parking standards that could be pursued for TOD development in Burnaby. Using conventional modelling, Bunt recommended a blended strata rate for all unit types of 0.9 spaces per unit. This rate is a minor reduction from the Bylaw rate of 1.1 spaces per unit, and while is generally consistent with the City's analysis undertaken for 's' category zoning in 2010, this this parking rate does not align with the City's Climate Action Framework and Transportation Plan goals long term.

4.2 WSP Study Recommendation

By comparison, the WSP study recommended that, in addition to proximity to transit, with a number of other enhanced transportation demand (TDM) strategies, including bike lockers, car share, transit incentives, parking management and parking pricing, a minimum blended strata rate for all unit types of 0.4 spaces per unit could be achieved. This is a significant reduction from the Zoning Bylaw requirement of 1.1 spaces per unit, and while this may be the necessary rate to achieve the City's climate action goals and mode split requirements identified within the Climate Action Framework and Burnaby Transportation Plan by 2050, without a fulsome analysis of the operational impacts to on-street parking demand, this may result in an immediate undersupply of off-street parking.

4.3 Planning Department Recommendation

Given the ongoing implementation of the Burnaby Transportation Plan, including the current study of City-wide parking and Transportation Demand Management (TDM) requirements which is underway by the Engineering Department – Transportation Division, the Planning Department recommends an Interim TOD Parking Policy of 0.6 spaces per unit (inclusive of 0.1 spaces for visitors) for

multiple-family residential (strata), which is generally the mid-point between the two consultant study recommendations, and aligns the strata parking rate with the rental parking rate. In extraordinary circumstances, further reductions could be considered on a case by case basis, subject to approval of a complete transportation analysis for the site. It is noted that the Engineering Department has not had the opportunity to analyze the submitted consultants reports and cannot verify their findings. However, with the completion of the City-wide Parking and Transportation Demand Management Study by the Engineering Department, it is recommended that the TOD Parking policy be finalized with future amendments to the Burnaby Zoning Bylaw to reflect the final recommendations of the General Manager Engineering, and General Manager Planning and Development.

It is noted that the proposed Interim TOD Parking Policy does not recommend parking amendments to the rental parking rate or commercial parking rate provisions within the Burnaby Zoning Bylaw, as these rates are currently variable through existing bylaw provisions. Notwithstanding, given the potential 45% reduction of multiple-family strata parking, it is proposed that a proportionate reduction to accessible parking requirements be also considered.

Finally, to further encourage mode split to meet our targets, it is recommended that a payment in-lieu of the reduced parking (from the current 1.1 spaces per unit) in the amount of \$40,000 per stall be required, the proceeds of which would contribute toward active transportation initiatives.

As the proposed is considered interim, pending further work, it is also recommended that these standards be applied as a policy, implemented through Comprehensive Development rezoning, rather than through amendments to the Burnaby Zoning Bylaw. This enables immediate implementation to combat the oversupply of parking and resultant impacts on housing affordability and Green House Gas (GHG) emissions.

5.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

A report dated April 20, 2022 recommending a public hearing be held for REZ #18-32 was submitted by the General Manager Planning and Development, which noted the advancement this study and its potential recommendations for appropriate parking ratios prior to Final Adoption.

A Public Hearing for REZ#18-32 was held on May 31, 2022, where issues of TDM and parking supply were raised and discussed.

6.0 FINANCIAL CONSIDERATIONS

There are no financial considerations related to this proposal.

Respectfully submitted,

E. W. Kozak, General Manager Planning and Development

ATTACHMENTS

Attachment 1 – Sketch 1

Attachment 2 – Sketch 2

REPORT CONTRIBUTORS

This report was prepared by Ian Wasson, Senior Development and Urban Design Planner, and Johannes Schumann, Director Development and Urban Design.