

TO: PLANNING AND DEVELOPMENT COMMITTEE (PDC)
FROM: GENERAL MANAGER ENGINEERING
GENERAL MANAGER PLANNING AND DEVELOPMENT
SUBJECT: **APPLYING TRANSPORTATION DEMAND MANAGEMENT TO
DEVELOPMENT APPLICATIONS IN TRANSIT-ORIENTED
DEVELOPMENT AREAS**
PURPOSE: To provide information on the Transportation Demand Management
Guidelines Policy for sites within 800m of SkyTrain Stations and to
seek approval of the process to align with recent Zoning Bylaw
amendments.

RECOMMENDATION

THAT the Transportation Demand Management Guidelines for Transit-Oriented Development Areas, being Attachment 1 to the report titled “Applying Transportation Demand Management to Development Applications in Transit-Oriented Development Areas” dated July 10, 2024, be approved;

THAT staff be directed to apply the Transportation Demand Management Guidelines to rezoning applications within Transit-Oriented Development Areas that have yet to receive First Reading in accordance with Section 3.4.1 of the report; and

THAT staff be authorized, at the request of an applicant, to amend the transportation demand management measures applicable to a rezoning application that has received First, Second or Third Reading but that has yet to achieve final adoption to align with the transportation demand management measures set out in the Transit-Oriented Development Areas Guidelines in accordance with Section 3.4.2 of the report.

1.0 POLICY SECTION

The Transportation Demand Management Guidelines as outlined in this report, is aligned with:

- Corporate Strategic Plan (2022);
- Burnaby Official Community Plan (1998);
- Burnaby Zoning Bylaw (1965);
- Burnaby Transportation Plan (2021);
- Environmental Sustainability Strategy (2016);
- Climate Action Framework (2020); and
- *Local Government Act* (2015)

2.0 BACKGROUND

At the Council meeting on October 16, 2023, Council directed staff to implement the Transit-Oriented Development Parking and Transportation Demand Management (TDM) Policy, which included parking rate reductions in Transit-Oriented Development Areas (TOAs), through the necessary bylaw amendments. The Province subsequently introduced amendments to the *Local Government Act* which removed minimum parking requirements in TOAs, and in response, a number of parking and TDM-related amendments to the *Burnaby Zoning Bylaw* were introduced and adopted by Council on March 11, 2024. These Zoning Bylaw amendments included:

- the removal of minimum parking requirements for residential uses within a TOA, with the exception of accessible parking requirements; and
- the requirement for all new residential apartment buildings to provide TDM measures in accordance with the City's TDM Guideline.

This report summarizes the TDM Guidelines (see Attachment 1) for TOAs as an update to the guidelines identified in the October 7, 2023 report to Council. In addition to actions that support modal shift, these updated TDM Guidelines also support vehicle electrification.

3.0 GENERAL INFORMATION

Reduced parking supply is a significant TDM strategy, shown to be one of the most effective non-monetary approaches to managing travel demand and reducing emissions. National research indicates that reduced off-street parking alone can lower commute-related vehicle kilometers traveled along with reducing emissions from construction. TDM is critical in supporting lower vehicle usage and can help in achieving reductions in transportation emissions.

The current demand for parking spaces for residential use ranges from 0.5 to 0.6 parking spaces per dwelling unit. This rate reflects the variation in parking demand by proximity to transit and unit type, and considers parking reductions through TDM measures. Parking rates are influenced by market demand and new developments will continue to provide off-street parking to meet public needs.

A holistic suite of TDM guidelines helps reduce travel demand and mitigate climate impacts. **Table 1** summarizes the TDM measures that complement the transit-oriented nature of the applicable developments. The measures are intended to reduce both demand for personal vehicle travel as well as for resident parking spaces.

Table 1: Summary of TDM Requirements

Resident Parking Provided ¹ (Spaces Per Dwelling Unit)	Shared Vehicle Program Value (\$ per Dwelling Unit)	Shared Vehicle Parking Spaces	Transit Pass Program Value (\$ Per Dwelling Unit)
0.0 to <0.3	\$500	For projects with 0-50 Units – 0 Spaces, 51-150 Units – 1 Space, 151-300 Units – 2 Spaces, 301-450 Units – 3 Spaces, plus one space for any part of each additional 200 units.	\$0
0.3 to < 0.6	\$500		\$1900
0.6 to ≤ 1.0	\$1500		\$2850
> 1.0	\$1500		\$4750

¹ Residential parking provided excludes residential visitor parking. Spaces per Dwelling Unit is calculated based on the total spaces divided by all residential units/tenures in a development.

3.1 Shared Vehicle Program

Shared vehicles provide opportunities for residents to make trips that are longer or more convenient by car, without needing to own one. Households that are part of a car share program tend to have reduced vehicle ownership, making car sharing an effective tool to reduce travel demands.

In this program, each dwelling unit will receive a car share membership for the life of the building and may also qualify for driving credits. This measure focuses on making car sharing more accessible, while encouraging its use, especially in developments with higher parking availability. Developments providing more parking are required to provide more driving credits to support transitions to lower vehicle ownership.’

3.2 Shared Vehicle Parking Spaces

Easily accessible shared vehicle parking spaces ensure that car sharing is convenient and attractive to residents, and the provision of electric vehicle charging helps to accelerate adoption of zero emission vehicles. Through the TDM Guidelines, developments with over 50 units are required to allocate parking spaces for the use of shared vehicle organizations, and to supply and install electric vehicle charging stations in each shared vehicle parking space. Larger developments are required to deliver additional shared vehicle parking spaces.

These spaces may be located in the public realm (on either a City-owned road or publicly-accessible private internal road), or within a development site. Unlike other TDM measures identified in Table 1, shared vehicle parking space requirement does not scale with the rate of residential parking provided and are determined based on number of units proposed as part of the specific development.

3.3 Transit Pass Program

Transit pass subsidies will equal the cost of providing 50% of the cost of a two-zone monthly transit pass for each residential unit in the development for a period of between two to five years. Higher incentives can result in passes being sold on a

secondary market. Lower incentives may be inadequate to encourage people to use transit. The approach for this program would encourage sustainable behaviour changes and result in reducing demands for personal vehicle usage. Note that the duration of the subsidy increases with the amount of resident parking provided.

The overall costs for providing TDM measures according to Table 1 will range from about \$500 per dwelling unit for smaller projects with low or zero parking, up to about \$7,650 per dwelling unit for projects providing more than 1.0 parking spaces per dwelling unit, and EV parking spaces for the future shared vehicle parking spaces.

3.4 Implementation

3.4.1 New and in-stream (prior to First Reading) applications

With Council approval, staff will implement the TDM Guidelines for all rezoning applications for development within a TOA that have yet to receive First Reading.

Although the TDM Guidelines are intended for developments within TOAs, the General Manager Planning and Development and General Manager Engineering may consider, on a case-by-case basis, whether parking reductions for rezoning applications for developments outside a TOA are supportable and recommend associated TDM measures in accordance with the TDM Guidelines for Council's consideration and approval. For example, parking reductions may be supportable for certain high-density mixed-use sites in the Edmonds Town Centre which are more than 800 m from the Edmonds SkyTrain Station (i.e., outside a TOA) if TDM measures are provided in accordance with the TDM Guidelines.

3.4.2 In-stream applications (after First, Second or Third Reading)

The TDM Guidelines are considered comparable to or better than previously negotiated TDM measures based on the balance of increasing sustainable mode shift, advancing vehicle electrification, and managing the added costs of TDM to development and housing. It is therefore recommended that Council authorize staff, at the request of an applicant under any in-stream rezoning application which has received First, Second or Third Reading but which has yet to achieve final adoption, to amend the TDM measures applicable to the rezoning application to align with the TDM Guidelines.

3.4.3 Bill 16 – Housing Statutes Amendment Act, 2024

On April 25, 2024, the Province gave Royal Assent to Bill 16 – *Housing Statutes Amendment Act, 2024*, which among other things, amended the *Local Government Act* to enable local governments to pass bylaws to require the provision of transportation demand management measures as part of a development. Staff will consider the appropriateness of imposing TDM requirements by bylaw and will bring forward a future report to Council.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

Not applicable.

5.0 FINANCIAL CONSIDERATIONS

There are no financial considerations related to this report.

Respectfully submitted,

May Phang, P.Eng, General Manager Engineering
Edward Kozak, General Manager Planning and Development

ATTACHMENTS

Attachment 1 – Transit-Oriented Development Areas Transportation Demand
Management Guidelines

REPORT CONTRIBUTORS

This report was prepared by Kathy Ho, P.Eng., PTOE, Senior Manager, Transportation, and reviewed by Amy Choh, P.Eng., PMP, Director Engineering Transportation, Jennifer Wong, Assistant City Solicitor, Jesse Dill, Director Development, Carl Isaak, Director Neighbourhood Planning and Urban Design and Johannes Schumann, Director Community Planning.