

ITEM	10
MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26.

RE: REZONING REFERENCE #44/80 (AUGUSTA AVENUE)  
REZONING REFERENCE #50/80 (ANOLA PLACE)

The following report from the Director of Planning contains additional information on Rezoning References #44/80 and #50/80.

RECOMMENDATION:

1. THAT the recommendation of the Director of Planning be adopted.

\* \* \* \* \*

TO: MUNICIPAL MANAGER 1981 JANUARY 20  
FROM: DIRECTOR OF PLANNING  
SUBJECT: REZONING REFERENCE #44/80 —1650, 1686, 1740, 1760 AND 1790 AUGUSTA  
FROM: R4 RESIDENTIAL  
TO: COMPREHENSIVE DEVELOPMENT DISTRICT (CD) UTILIZING RM4 DISTRICT  
AS A GUIDELINE  
REZONING REFERENCE #50/80 —2011, 2020, 2031, 2033, 2040, 2043, 2050  
AND 2053 ANOLA PLACE  
FROM: R2 RESIDENTIAL DISTRICT  
TO: COMPREHENSIVE DEVELOPMENT DISTRICT (CD) UTILIZING RM4 AND C1  
GUIDELINES

---

RECOMMENDATION

It is recommended that Council adopt the following recommendations regarding parking provisions for high rise apartment proposals as a development guideline as discussed and described in Section 2.7 of this report. The four operational parking recommendations are as follows:

- a) A minimum parking ratio of 1.5 spaces/unit apply to all high rise condominium and rental apartment rezoning proposals.
- b) A minimum visitor parking ratio of 0.2 spaces/unit apply to all high rise apartments as part of the overall 1.5 spaces/unit ratio. Visitor parking is to be clearly posted, easily located, safe and convenient to use, and not limited in its use by any security gates or fencing. Some of the required visitor parking equal to a maximum and minimum ratio of 0.07 spaces/unit shall be provided on surface.
- c) High rise apartment developers have the option of providing up to 30% small car spaces based on minimum parking stall dimensions of 2.4m wide (7.87 feet) by 4.8m long (15.75 feet).
- d) Some parking in an underground location convenient to the main parking garage entry would be required for overheight recreational vehicles on the basis of a minimum ratio of 0.04 spaces/unit. A minimum height clearance of 10 feet should be provided for all recreational vehicle parking spaces and the entries to such spaces.

ITEM	10
MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26

1.0 BACKGROUND

Rezoning Reference #44/80 and Rezoning Reference #50/80, two medium density high rise apartment proposals, were submitted to a Public Hearing on 1980 December 16 and granted Second Reading of the respective rezoning by-laws on 1980 December 22. A number of points were raised by persons in attendance at the Public Hearing and Council requested a further report regarding specified aspects as follows.

1.1 Rezoning Reference #44/80

238 units in 2 apartment towers, Halifax/Augusta - Community Plan 7 Area "E"

The points to be reported on relate to:

- a) Site drainage
- b) Fence aspects
- c) Traffic control installation at Halifax Street and Duthie Avenue
- d) Provision of off-street parking
- e) Provision for the off-street parking of recreation vehicles
- f) Costs of parking in the rent of units.

1.2 Rezoning Reference #50/80

157 unit apartment tower, Bellwood/Lougheed/Anola Community Plan - Area "D"

The points to be reported on relate to:

- a) Traffic study of the area
- b) Removal of the existing traffic barricade located on Halifax Street
- c) Connection of the existing frontage road with Delta Avenue
- d) Provisions of off-street surface parking for visitors of the project residents
- e) Street parking in the immediate area.

1.3 The report items related to parking provisions 1.1(d), 1.1(e), 1.1(f), 1.2(d), and 1.2(e) will be addressed in an integrated fashion in Section 2.0 of this report. The further report items related to Rezoning Reference #44/80 and to Rezoning Reference #50/80 will be addressed in Section 3.0 and Section 4.0 of this report respectively.

2.0 PARKING RESEARCH

At the time that Council was informed that a further report would be provided relative to the subject rezoning proposals, Council requested that information be obtained on the parking occupancy of the existing Montecito high rise rental towers (2) and the Vantage Point condominium tower in the Brentwood area. Traffic counts were also obtained by the Municipal Engineer in the Bellwood/Brentwood area and these will be related to the discussion of traffic with respect to Rezoning #50/80. Parking information obtained from previous residential surveys as well as from a previous survey of the parking standards of other municipalities and cities has also been utilized where relevant. The following is a summary of some of this research.

2.1 Montecito Towers and Vantage Point

At the direction of Council, two existing apartment developments were examined with respect to parking provisions. One development is the two tower Montecito rental apartments at Halifax and Phillips and the other is one tower, Vantage Point condominium apartment (second tower is under construction) at Bellwood/Springer/Lougheed.

The actual parking stalls provided were tabulated for each development. The use of parking stalls were surveyed, in particular, on a typical weekday, at mid-day (11:00h to 13:00h), in the evening (18:00h to 21:00h), and at night (24:00h to 04:00h).

ITEM	10
MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26

2.1.1 Vantage Point

- a) Units
  - 101 Phase I
  - 108 Phase II (under construction)
  
- b) Parking - Surface — 16 (3 existing, others available when Phase II complete)
  - Underground — 145 (existing)
  - 157 (under construction)
  - TOTAL 318
  
- Provided Ratio — 1.52 spaces/unit

c) Underground Parking Survey of 145 Spaces

<u>Time</u>	<u>Vacant Spaces</u>	<u>Filled Spaces</u>	<u>Percentage of Filled Spaces</u>
Mid-day (12:20h)	101	44	30%
Evening (18:45h)	47	98	67%
Night (00:15h)	41	104	72%

- d) Maximum number of recreational vehicles parked on the street in the immediate vicinity was six vehicles.
- e) Number of on-street parking spaces available and utilized in the immediate vicinity was approximately 17 spaces.

2.1.2 Montecito Towers

- a) Units — 252
  
- b) Parking - Surface — 78 (site visit tabulated 71 spaces)
  - Underground — 237
  - TOTAL 315
  
- Parking Ratio — 1.25 spaces/unit

c) Parking Survey of 308 Spaces

<u>Time</u>	<u>Vacant Spaces</u>	<u>Filled Spaces</u>	<u>Percentage of Filled Spaces</u>
Mid-day (14:45h)	207	101	33%
Evening (20:35h)	115	193	63%
Night (02:30h)	48	260	84%

- d) Maximum number of recreational vehicles parked on the street in the immediate vicinity was five vehicles.
- e) Number of on-street parking spaces available and utilized in the immediate vicinity is approximately 41 spaces.

2.1.3 Summary of Vantage Point and Montecito

The results of the survey are inconclusive in that the project parking garages appear to be reasonably well used but not approaching a saturation use. However, it is claimed that the apartments have waiting lists for additional parking.

ITEM	10
MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26

There do not appear to be any project provisions for parking recreational vehicles resulting in these vehicles being parked on the street. Although economics and the need to provide appropriate primary housing accommodation at higher densities precludes providing for a large proportion of recreational vehicles, some recognition of this specialized parking need should be made in new major apartment developments.

It is also evident that if on-street parking is available, some apartment residents will tend to use on-street parking in preference to project parking due to charges for project parking and for reasons of convenience and safety. One manager mentioned that the lowest parking level was rarely full and experienced the worst record for break-ins. Therefore, the provision of additional parking may have counter-productive aspects if residents are reluctant to park at deeper and more remote levels of a parking garage.

2.2 Parking Survey - 1979

A parking survey was conducted in the summer of 1979 on all types of multiple housing by the Planning Department. With respect to high rise apartments, 250 condominium high rise units and 250 rental high rise units were surveyed. Thirty-five percent of the distributed surveys were returned. The survey indicated that vehicular ownership ratio for high rise condominiums was 1.39 vehicles/unit and for high rise rental developments was 1.37 vehicles/unit -- a very similar ratio for the two types of ownership. As a comparison, a residential survey conducted in the summer of 1974 indicated that high rise households own 1.2 vehicles per unit.

2.3 Apartment Parking Study 1971

In addition, a major apartment parking study was completed and published by the Planning Department in 1971 September, which recommended that the Zoning Bylaw be amended to require parking on the basis of 1.3 spaces/unit for all apartment development. The Municipal Council did not adopt this recommendation at that time but maintained the ratios of 1.25 spaces/unit for high rise apartments and 1.0 spaces/unit for low rise apartments which remain in effect up to the current time.

2.4 Condominium Guidelines

As part of a policy review of the implications of the widespread introduction of the condominium form of tenure in the housing field, Council in the Fall of 1974 adopted condominium guidelines which included parking ratios of 1.5 spaces/unit for high and low rise apartments and 1.7 spaces/unit for townhousing and family oriented multiple family developments. The guidelines indicate that 0.2 spaces/unit of the overall established parking ratios for all types of multiple family housing should be reserved for visitor parking. These guidelines do not form part of the Zoning Bylaw but have been primarily operationalized through the Comprehensive Development rezoning process.

2.5 Other Jurisdictions

The following are results of a survey of general parking ratios in other jurisdictions. These ratios with the exception of Delta Municipality apply to both condominium and rental high rise apartments. The ratios for Surrey, Toronto, and Edmonton apply to unit types regardless of whether they are townhouses, low rise apartments, or high rise units.

ITEM	10
MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26

<u>Jurisdiction</u>	<u>Spaces/Unit</u>
1. Toronto	0.36 Bachelor 0.56 1 Bedroom 0.83 2 Bedroom 1.26 3 Bedroom
2. Calgary	1.0
3. West Vancouver	1.0
4. Winnipeg	1.15
5. North Vancouver City	1.2
6. Vancouver City	1/725 square feet
7. Richmond	1.25
8. Edmonton	1 Bachelor 1 1 Bedroom 1.5 2 Bedroom 1.75 3 Bedroom
9. Coquitlam	1.45
10. North Vancouver District	1.5
11. Port Coquitlam	1.5
12. Delta	1.35 Rental 1.6 Condominiums
13. Surrey	1.5 Bachelor 1.5 1 Bedroom 1.75 2 Bedroom 2.0 3 Bedroom
14. Burnaby	1.25 Rental 1.5 Condominium

Relative to other jurisdictions and recognizing Burnaby as a well developed inner suburb midway in the urban spectrum which would place Vancouver City at one end and Delta and Surrey at the other, the parking requirements of Burnaby for rental apartments appears deficient but for condominium apartments appears generally appropriate. It is also concluded that the outlined information as well as the research and surveys referred to in this report suggest that the parking requirements for condominium units and for rental units should be the same.

2.6 Parking Charges

The matter of parking charges has been the subject of considerable discussion in past years. Attempts have been made to require that parking charges be included in the rent for apartments in order to reduce on-street parking pressures and to promote the optimum use of available project parking. However, it is noted that the Municipality has no jurisdiction to assure that the cost of parking is included in the rent or to enforce other regulations related to parking charges. With regard to condominium apartments the usual procedure is that one parking space is provided to each condominium unit as an allotment and any additional desired spaces are charged for. It appears that the general standard charge is \$10.00 per month for a parking space.

Council may be aware that Burnaby has promoted since 1972 the passage of UBCM resolutions related to parking charges. The following resolution was passed by the UBCM in 1980 and relayed on to the Provincial Government:

"THEREFORE BE IT RESOLVED that the Provincial Government be requested to amend the Municipal Act to provide the necessary authority for any municipality which wishes to do so to require that apartment owners include the cost of off-street parking in the rent in order to encourage the use of these facilities by the apartment tenants."

ITEM	10
MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26

2.7 Parking Provisions Summary

2.7.1 Both developers related to Rezoning #44/80 and Rezoning #50/80 have submitted detailed drawings to a Public Hearing and intend to adhere to the adopted condominium guidelines which indicates a parking ratio of 1.5 parking spaces/unit rather than the rental apartment ratio of 1.25 spaces/unit. Our research indicates that the 1.5 parking spaces/unit is generally appropriate with a discernible trend towards a further marginal increase. It is considered that any possible increase in parking ratios be pursued in relation to a parking policy report which is intended to be submitted to Council within one month and not be applied retroactively to the two subject rezoning proposals.

2.7.2 However, there are parking improvements which could possibly be met by the developers on the subject projects. These relate to:

- a) The accommodation of a few recreational vehicle parking spaces in the underground parking area close to the main parking entry. A minimum of 4 recreational vehicle spaces per 100 units (ratio of 0.04 space/unit) is considered a reasonable guideline. These spaces should if possible be larger than the standard space and have a minimum height clearance of 10 feet.
- b) Our research indicates that up to 35% of cars in surveyed parking areas could be classed as "small cars". It is proposed that on a preliminary basis apartment developers be permitted to provide 30% small car spaces which would have minimum dimensions of 2.4m (7.87 feet) by 4.8m (15.75 feet). The standard dimensions are 2.6m (8.53 feet) by 5.5m (18.04 feet). This option will be offered to the developers of Rezoning #44/80 and Rezoning #50/80 to encourage them to increase the number of parking spaces over the number currently proposed.
- c) It is proposed that the requirements for visitor parking be more clearly outlined in that the developers of apartment proposals should specifically identify 0.2 parking spaces/unit for visitor parking primarily in an underground location which is clearly posted, easily located, safe and convenient to use, easily accessible to the main entry of the apartment building, close to the underground parking entry, and not affected by any security gates. Surface visitor parking of 7 spaces per 100 units (ratio of 0.07 space/unit) should be provided as both a maximum and minimum requirement. This surface visitor parking component will be part of the overall 0.2 visitor spaces/unit ratio and will not affect the maximum allowable project FAR. At this stage in the project design it is not possible to provide a surface parking component for Rezoning #50/80 (Bellwood/Anola) due to the sloping site, the need to retain some major specimen trees, the proposed podium design for this project, and the particular proposed parking garage configuration. It appears that a few surface visitor parking spaces can be achieved on the site of Rezoning #44/80 (Augusta/Halifax) and the Planning Department will work with the developer on this basis. Other high rise apartment rezonings which have been recently submitted to Council and for which no design drawings have yet been submitted will be required to adhere to these proposed terms. It is noted that it may not be possible or desirable to provide a surface visitor parking component in mixed use commercial/apartment developments in designated town and district centre areas for other reasons.

ITEM	10
MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26

2.7.3 It is proposed that the following recommendations would be used as a guideline to obtain parking improvements as feasible at this stage of the development process for Rezoning #44/80 and #50/80. These recommendations would be applied as requirements on all high rise apartment rezoning proposals which have not yet been submitted to a Public Hearing. As part of a parking policy report, these recommendations would be refined as required; and specific text amendments would be proposed to the Burnaby Zoning Bylaw to accommodate revised parking requirements and submitted to Council for its consideration and approval.

It is recommended that:

- a) A minimum parking ratio of 1.5 spaces/unit apply to all high rise condominium and rental apartment rezoning proposals.
- b) A minimum visitor parking ratio of 0.2 spaces/unit apply to all high rise apartments as part of the overall 1.5 spaces/unit ratio. Visitor parking is to be clearly posted, easily located, safe and convenient to use, and not limited in its use by any security gates or fencing. Some of the required visitor parking equal to a maximum and minimum ratio of 0.07 spaces/unit shall be provided on surface.
- c) High rise apartment developers have the option of providing up to 30% small car spaces based on minimum parking stall dimensions of 2.4m wide (7.87 feet) by 4.3m long (15.75 feet).
- d) Some parking in an underground location convenient to the main parking garage entry would be required for overheight recreational vehicles on the basis of a minimum ratio of 0.04 spaces/unit. A minimum height clearance of 10 feet should be provided for all recreational vehicle parking spaces and the entries to such spaces.

### 3.0 POINTS RELATED TO REZONING #44/80

A letter was submitted to the Public Hearing which raised comments related to:

- a) Storm drainage of the N $\frac{1}{2}$  of Lot 118
- b) The possibility of constructing a fence parallel to the proposed concrete walk across the N $\frac{1}{2}$  of Lot 119
- c) The possibility of providing some form of traffic control at the intersection of Halifax and Duthie.

These issues are discussed in turn below:

- a) The Engineer is presently reviewing the concerns expressed related to storm drainage which are more directly related to the existing development on Lot 471 (see attached sketch) than to this rezoning. This aspect will be reported on prior to Final Adoption of this rezoning bylaw.
- b) The Municipality owns Lot 118S $\frac{1}{2}$  (see attached sketch). This lot along with north one-half of Lot 119 and lots to the north up to Lot 430 are to form a neighbourhood park. In conjunction with this

ITEM	10
MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26

development, the developer will construct a walkway across N½ of Lot 119 which will link to the existing walkway within a 15' easement on Lot 471 which provides access to Woodbrook Place, the golf course and the proposed shopping centre. To avoid trespass on Lot 113N½, the owner has requested that a fence be constructed along the property line between Lots 118N½ and S½. We feel his request has merit and the developer has agreed to construct the fence at his expense.

- c) Currently Duthie Avenue traffic has priority over Halifax Street traffic at the intersection which is controlled by stop signs on Halifax. In the Conceptual Transportation Plan, Halifax is designated as a residential collector and has priority over Duthie. The traffic engineer has acknowledged this situation and recognizes that, from the point of view of sight distances at the intersection, reversing the stop direction to conform with the Transportation Plan would be an improvement. The Engineer intends to monitor the traffic at the intersection and if a reversal of steps is warranted he will so recommend to the Traffic and Safety Committee. This monitoring process would also determine if a traffic signal is warranted.

4.0 POINTS RELATED TO REZONING #50/80

It was requested that the Planning Department report on the following points related to Rezoning #50/80:

- a) Traffic study of the area
- b) Removal of the existing traffic barricade located on Halifax Street
- c) Connection of the existing frontage road with Delta Avenue.

These aspects which are all related to the road network for the area are discussed in turn below.

- a) The Brentwood Community Plan 9, Area "D" was reviewed in 1974 and 1975 in cooperation with the Brentwood Park Ratepayer's Association. After considerable study, Council adopted in 1975 October the revised Community Plan for the area east of Delta Avenue (attached sketch 2) as a guideline for the rezoning of specific development sites. Further amendment to the area west of Delta Avenue was held in abeyance by Council and subject to further study. This overall staged process recognized that Bellwood Avenue would function as a cul-de-sac until such time as some type of frontage road connection was implemented west of Delta to Beta Avenue and/or the Loughheed Highway. The Municipal Engineer was requested to provide traffic counts in the Bellwood Avenue cul-de-sac and along Springer at Ridgelawn and at Halifax. Twenty-four hour counts were taken on a typical mid-week day. These counts are inflated somewhat, due to the construction worker vehicles and service vehicles related to the construction of Vantage Point Phase II. The count information is as follows:

i) Bellwood Avenue Cul-de-Sac

Total 2-way 24 hour counts	— 1462
Total Existing Units	— 333
Vehicle Trips Per Unit	— 4.39
Peak Hours - 7:00-9:00h	— 122 vehicles/hour
-16:00-19:00h	— 114 vehicles/hour
Highest hour - 17:00-18:00h	— 152 vehicles
	— 2.5 vehicles/minute in the highest hour count



ITEM	10
MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26

If the 157 units proposed through Rezoning #50/80 and the 108 units under construction as part of the Phase II Vantage Point development are included and the vehicle trips per unit of 4.46 is used for these additional units, then the estimated counts would be as follows:

Total 2-way 24 hour count	— 2644
Total Units	— 598
Highest Estimated Peak Hour	— 275
	— 4.6 vehicles/minute in highest estimated hour count

ii) Halifax at Springer  
Total 2-way 24 hour count — 427

Ridgelawn at Springer  
Total 2-way 24 hour count — 2908

Total Screen-line Count at Springer  
Total 2-way 24 hour count — 3335  
Total Existing Units — 747  
Vehicle Trips Per Unit — 4.46

Peak Hours on Ridgelawn at Springer  
7:00h - 9:00h — 225 vehicles/hour  
16:00h - 19:00h — 250 vehicles/hour  
Highest Hour -  
17:00h - 18:00h — 310 vehicles  
— 5.2 vehicles/minute in the highest hour count.

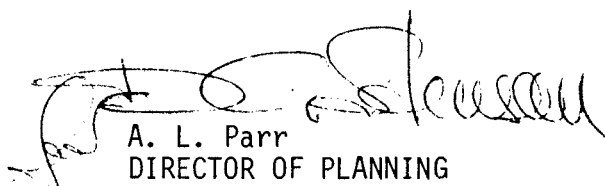
It is concluded that the outlined count data does not reflect any undue traffic pressure on the traffic network in the area. As a comparison, a number of collector streets which traverse single family dwelling areas are estimated to have similar traffic volumes and there are examples of cul-de-sacs in apartment areas which have or will have similar traffic generations. In off-peak periods the traffic count in cul-de-sac situations is usually extremely low due to the fact that any potential through traffic is precluded.

- b) The traffic barricades in the Brentwood area were only implemented after extensive study and discussions with the Brentwood Park Ratepayer's Association. The prime identified objectives were to separate the internal traffic system of the apartment area from the single family neighbourhood to the north and to discourage east-west through traffic. The removal of the existing traffic barricade on Halifax Street just west of Woodway Place could not be supported since it would negate these basic objectives.
- c) The existing frontage road cannot be connected to Delta Avenue in the form of a primary traffic connection at this time due to the unsafe nature of such an additional primary access almost coincident with the existing major Delta Avenue and Loughheed Highway signalized intersection. There is also a considerable grade elevation difference between the frontage road and the existing Delta Avenue.

ITEM	10
MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26

5.0 SUMMARY

The preceding material is provided for the information of Council relative to points raised with respect to Rezoning Reference #44/80 and Rezoning Reference #50/80. Specific recommendations as outlined in Section 2.7.3 of this report are related to parking improvements which the Planning Department will endeavour to attain as much as possible through discussions with the developers of Rezoning Reference #44/80 and Rezoning Reference #50/80, regarding visitor parking, recreational vehicle parking, and small car parking provisions. It is proposed that the recommendations on high rise apartment parking aspects will apply to all high rise apartment rezoning proposals which have not yet been submitted to a Public Hearing.

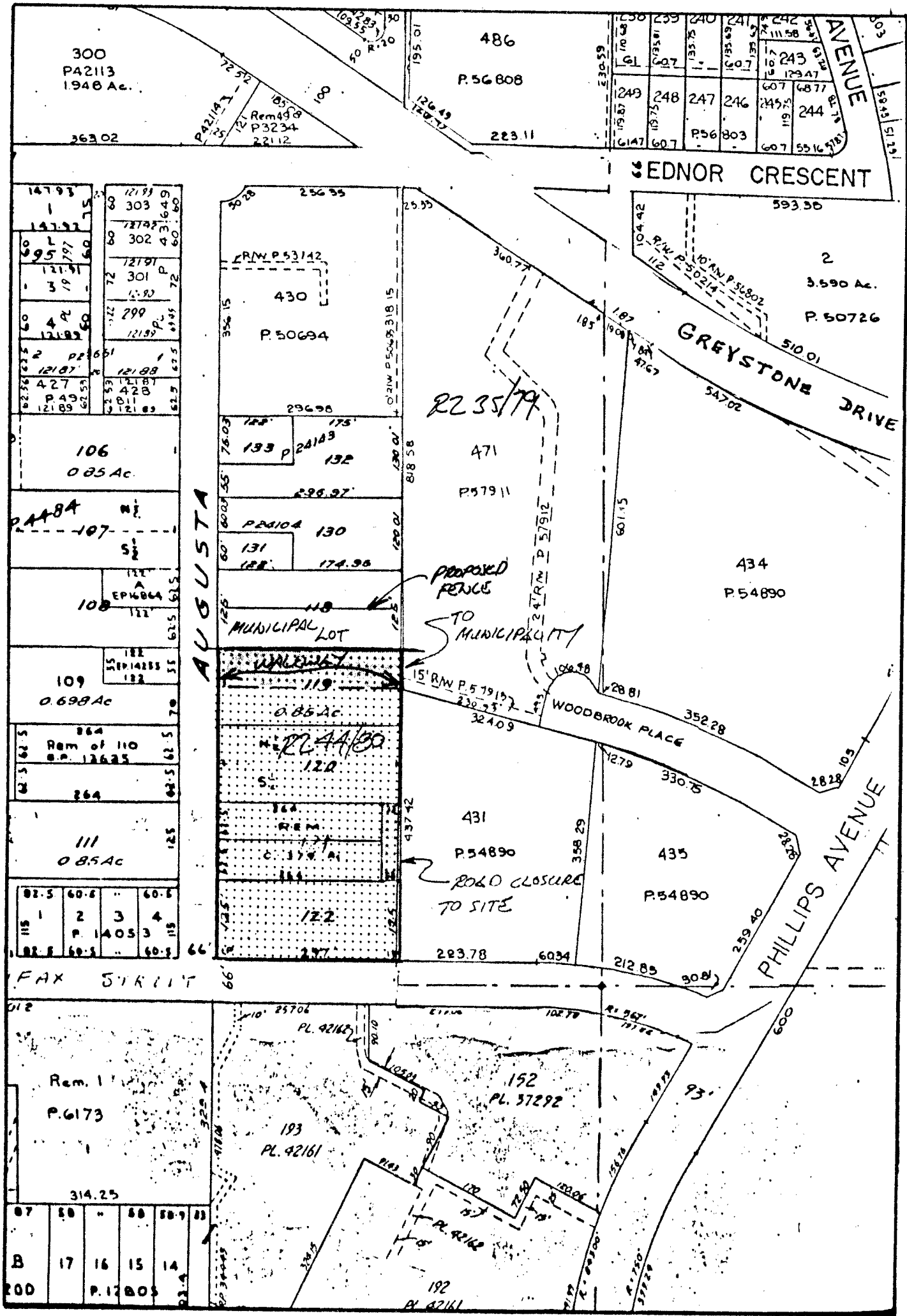


A. L. Parr  
DIRECTOR OF PLANNING

KI/CBR/ds

attachment

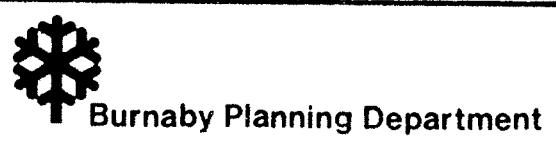
cc Municipal Engineer



Date  
NOV. 90

Scale  
1" = 200'

Drawn By



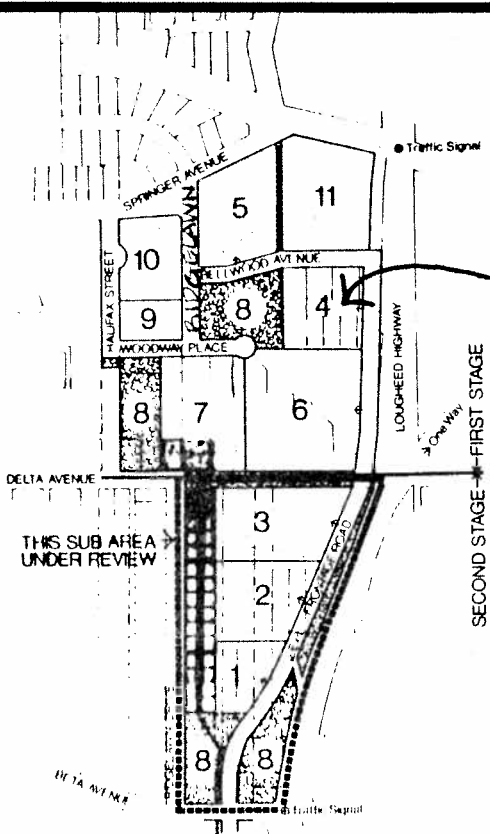
ITEM 10  
MANAGER'S REPORT NO. 7  
COUNCIL MEETING 1981 01 26

REZONING REFERENCE 44/80

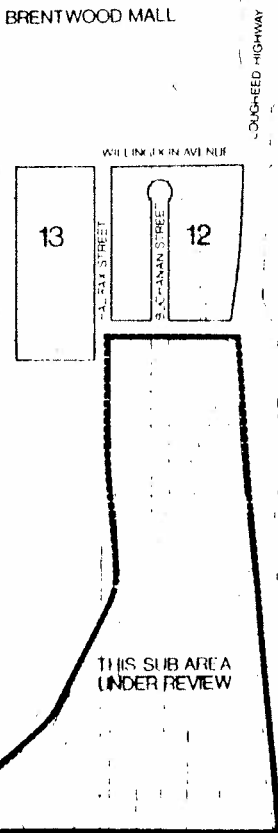
SKETCH 1.

ITEM	10
MANAGER'S REPORT NO.	7
COUNCIL MEETING	1981 01 26

152



- 1 6 Proposed Comprehensive Development Sites (RM4 Guideline) Unit Density 80 UPA Maximum
- 7 Proposed Comprehensive Development Site (RM3 Guideline) Unit Density 50 UPA Maximum
- 8 Proposed Neighbourhood Parks
- 9- 11 Existing Apartment Development (Site 9 RM5, Site 10 RM3, Site 11 RM4)
- 12 Town Centre Study
- 13 Comprehensive Development Apartment Proposal (Rezoning Number 88/69)
- Tree Buffer Zone Protected by Easement
- Pedestrian Walkway



← North  Ref Date: October 1975

COMMUNITY PLAN NINE  
SKETCH 2