

ITEM 8
MANAGER'S REPORT NO. 10
COUNCIL MEETING 1982 02 15

RE: LETTER FROM POLYGON PROPERTIES LIMITED
SUITE 1604, 1166 ALBERNI STREET, VANCOUVER, B.C., V6E 3Z3
PARKING REQUIREMENTS FOR MAJOR OFFICE DEVELOPMENTS WITHIN BURNABY METROTOWN
REZONING REFERENCE #163/81 AND REZONING REFERENCE #72/81

MUNICIPAL MANAGER'S RECOMMENDATIONS:

1. THAT the recommendation of the Director Planning & Building Inspection be adopted; and
2. THAT this amount be reviewed annually commencing 1983 January 01.

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TO: MUNICIPAL MANAGER PLANNING DEPARTMENT
FROM: DIRECTOR PLANNING & BUILDING INSPECTION 1982 FEBRUARY 10
SUBJECT: PARKING REQUIREMENTS FOR MAJOR OFFICE DEVELOPMENTS WITHIN BURNABY METROTOWN
REZONING REFERENCE #163/81 AND REZONING REFERENCE #72/81

RECOMMENDATION:

1. THAT Council permit a reduction of 20% from the standard parking requirement for the Comprehensive Development Rezoning #163/81 and Rezoning #72/81 within the Metrotown for major office developments with ancillary retail provided that a deposit of \$2,000.00 is made for each parking space reduced from the standard parking requirement up to a maximum of 20% in order to assist the Municipality in acquiring and developing public parking facilities within the Metrotown area.

REPORT

1.0 SUMMARY

It is proposed that Comprehensive Development Rezoning #163/81 and Rezoning #72/81 for major office developments within the Metrotown with ancillary retail be permitted a reduction in the parking ratio of up to 20% from the standard requirement provided that a deposit of \$2,000.00 is made for each parking space reduced from the standard requirement up to a maximum of 20%. The deposited funds will be utilized by the Municipality to assist it in acquiring and developing public parking facilities within the Metrotown. This proposal is appropriate for these two rezoning proposals, since the developers of these proposals wish to pursue the current rezonings towards early Public Hearings and completion in an expeditious manner. Notwithstanding, the Planning Department will pursue further refinements towards the establishment of an appropriate parking reduction formula as a policy applicable to all future major office developments in the Metrotown.

2.0 PARKING REQUIREMENTS IN METROTOWN

Metrotown has been considered a primary development area suited to high density commercial and residential uses. It is a designated Regional Town Centre and is regarded as a priority development area. It is to be served by an improved and high level of public transit service and in particular by the ALRT rapid transit, the alignment of which bisects the Metrotown area.

Developers are being attracted to the Metrotown because of this identified high development potential. It is recognized that some lowering of parking ratios for commercial (primarily office) Metrotown development would be appropriate relative to the goal of promoting high density commercial development which would have a greater reliance on improved public transit services rather than on private vehicles.

From time to time a number of developers have indicated a need for some reduction in the parking requirements for commercial development in Metrotown in recognition of its proposed "downtown" qualities and a need for a differential reduction as compared to those other areas of the Municipality which would be expected to rely more heavily on project parking for private vehicles. In particular, two rezoning proposals are currently under consideration by Council for which the respective developers have requested a reduction in parking requirements. The two proposals, Rezoning #163/81 at Kingsway and Wilson comprising an approximately 19,000 m² (204,301 sq.ft.) office/accessory retail development and Rezoning #72/81 at Kingsway and McKercher comprising an approximately 19,306 m² (207,600 sq.ft.) office/accessory retail development. Rezoning #163/81 is located within the Secondary Core Sub-Area 3 of the Metrotown and Rezoning #72/81 is located within the Primary Core Sub-Area 1 of the Metrotown. Both rezoning sites are located adjacent to the established Kingsway bus transit corridor and within a six (6) minute walk of proposed ALRT stations.

Rezoning #163/81 is being submitted to a Public Hearing on 1982 February 16 and Rezoning #72/81 is scheduled to be submitted to a Public Hearing on 1982 March 16.

3.0 OTHER SURVEYED JURISDICTIONS

The Planning Department has been in contact with and obtained information regarding other jurisdictions which have had some experience with rapid transit systems. Of particular interest were the parking standards applied to developments in close proximity to rapid transit stations. The jurisdictions surveyed were the cities of Calgary and Edmonton; and the city of Toronto and the boroughs of Etobicoke, North York, and Scarborough, all of which are within the Metropolitan Toronto area. Calgary and Edmonton have Light Rapid Transit systems while Metropolitan Toronto has generally a Heavy Rapid Transit system.

3.1 SURVEY

The following summary information applies to each of the surveyed jurisdictions:

JURISDICTION DISCUSSION OF PARKING REQUIREMENTS FOR OFFICE DEVELOPMENTS

A. EDMONTON
(City)

- Central Business District
- a) Generally - 1 space per 1000 sq.ft. of gross floor area
 - b) Accessible to "Pedway" system - 1 space per 2000 sq.ft.
 - c) Direct access to LRT station - 1 space per 2500 sq.ft.
- Other Areas - Criteria
- a) Less than 21,500 sq.ft. development - 2 spaces per 1000 sq.ft. of gross floor area
 - b) 21,500 to 215,000 sq.ft. development - 3 spaces per 1000 sq.ft.
 - c) over 215,000 sq.ft. development - 4 spaces per 1000 sq.ft.

It is emphasized that there is little major office development expected in the vicinity of LRT stations outside of the Central Business District.

B. CALGARY
(City)

Central Business District - 1 space per 1,500 sq. ft. of gross floor area.

Outside the CBD - 1 space per 500 sq. ft.

There is a Council approved policy permitting a parking reduction of up to 20% of the normal requirement for proposals within an approximately 1/4 mile radius of existing LRT stations outside the core. Reductions depend on the provision of further amenities, improved connections, pedestrian walkways, etc.

C. TORONTO
(City)

Central Area (Comparable to Vancouver CBD and Broadway Area) - 1 space per 3,228 sq. ft. of NET floor area

Outside of Central Area, a general standard - 1 space per 1,000 sq.ft. of NET floor area (the trend by Council is to further reduce this standard).

The system of public transit by buses, street cars, and rapid transit is considered to provide a good even level of service over the City. Proximity to a rapid transit station is NOT considered particularly advantageous as compared to other areas of the City.

Jurisdiction	Discussion of Parking Requirements for Office Developments - Cont'd.
D. ETOBICOKE (Suburb directly west of the City of Toronto)	<p>General Requirement - 3 spaces per 1,000 sq.ft.</p> <p>There are four (4) rapid transit stations in this borough. Park and ride facilities are provided. Most office developments provide surface parking. Generally, this borough appears to have taken an approach which encourages dispersed development.</p> <p>There is one recent example of a major office development built near a rapid transit station. Transit users were found to be a higher proportion of employees than expected and less than three levels of a four level underground parking garage have been found to be used. There is a general feeling that this borough's parking requirements are too high and a study has been commissioned to examine the proportional use of various transportation modes towards a probable reduction in standards.</p>
E. NORTH YORK	<p>General Requirement - 1 space per 300 sq.ft. of gross ground floor area ... plus 1 space per 750 sq.ft. of gross floor area above and below the ground floor.</p> <p>The borough is generally open to some reduction of parking requirements near rapid transit stations. There are some scattered municipally-owned surface parking areas.</p>
F. SCARBOROUGH (suburb directly east of the City of Toronto)	<p>Scarborough Town Centre - Average of 1 space per 1,000 sq.ft. <u>MAXIMUM</u> of gross floor area for large developments assuming a 50/50 modal split of private vehicle vs public transit use. The parking requirement varies according to a sliding scale related to the modal split. There are no <u>MINIMUM</u> requirements.</p> <p>Other areas of the borough - 3 spaces per 1,000 sq.ft. of gross floor area.</p> <p>There are three rapid transit stations related to the Scarborough Town Centre. This borough appears to be particularly aggressive in encouraging development within the town centre area.</p>

3.2 SUMMARY OF SURVEY

The surveyed material is useful in those aspects where development concepts similar to the Burnaby Metrotown are being promoted. Both Edmonton and Calgary would appear to provide lower parking standards than Burnaby's both in Central Business District sites and for sites in development areas related to rapid transit stations. The City of Toronto with its overall very high development densities and low parking standards is not an appropriate comparison as related to Burnaby. Of the three surveyed suburban boroughs surrounding the City of Toronto, Etobicoke appears to have taken a non-town centre approach which encourages dispersed lower density developments and has higher parking requirements than Burnaby's although there is growing awareness that parking standards should be reduced. The borough of North York does not have a strong town centre concept due in part to the continuing strength of older lower density existing development but, in general, has lower parking standards than Burnaby's. The borough of Scarborough with its concept of a primary town centre served by three rapid transit stations and its encouragement of new office development within this town centre appears to be remarkably similar to the Burnaby Metrotown situation. The Scarborough Town Centre parking standards for office development are drastically lower than Burnaby's standards.

The conclusion drawn from this brief survey indicates that some lowering of parking standards from the current Burnaby norm is appropriate for sites in the vicinity of rapid transit stations which are also well served by bus transit and are related to the promotion of a strong concentrated town centre, particularly outside the primary traditional Central Business District (Vancouver).

4.0 METROTOWN PARKING STANDARD PROPOSAL

It is proposed that the Comprehensive Development rezoning proposals, Rezoning #163/81 and Rezoning #72/81, within the Metrotown area be permitted to reduce the current Burnaby parking standard for office development including ancillary retail of 1 parking space per 46 m² (495.16 sq. ft.) by a factor of 20%. This would result in a parking standard of 1 parking space per 57.7 m² (620 sq. ft.).

This lower parking standard anticipates a modal split with lighter reliance on public transit trips than most of the surveyed jurisdictions. This lower standard is also considered a safe assumption for this prior period in advance of the physical operation of the ALRT system.

This reduction is supported by the general conceptual comments and survey information outlined in Sections 2.0 and 3.0 of this report respectively. This reduction is also supported in the context of the following proposal related to the concept of shared parking uses within the Metrotown.

5.0 SHARED PARKING RAMIFICATIONS

The subject of parking reductions as related to the Metrotown concept also bears on the fact that a major town centre such as the Metrotown will accommodate a wide variety of uses which will create strong parking needs at different times of the day. For example, an office building requires parking mostly during the weekday while cinemas require parking primarily at night and on weekends - two uses in which the timing of parking needs can be virtually mutually exclusive. However, it is our initial conclusion that shared parking as a reality can only be optimized on a larger basis than any single development of even a large size. It would not be in the best interests of any particular developer to provide a difficult mix of uses on a given site solely to take advantage of a shared parking concept which permitted some reduction in parking standards. However, on the other hand, the Municipality is one agency which on a non-profit basis could assist all developments in Metrotown to take advantage of a shared parking concept by establishing public parking facilities in the Metrotown.

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To this end, it is proposed that the reduction of parking standards for any given rezoning proposal in Metrotown be tied to the passing on of a proportion of the cost saving achieved by developers to the Municipality. This proposal would assist the Municipality in the eventual acquisition and development of public parking facilities which may be used by users of all Metrotown developments. This proposal does not detract from the previous direction of Council that approved in principle the establishment of a Burnaby Parking Commission and requested that a further comprehensive staff report be submitted to Council on the matter. However, this proposal does assume that the development of some public parking facilities will eventually take place and that the Municipality will benefit by the deposit of funds to assist it in acquiring property for and developing public parking facilities. Our preliminary information is that underground parking spaces cost approximately \$5,000.00 to \$7,000.00 per space to construct.

It is specifically proposed that the developer make a specified deposit in trust to the Municipality for each parking space reduced in conjunction with a rezoning proposal below the usual parking standards. Under this arrangement, the developer would enjoy a construction cost savings while the Municipality would obtain some funds to assist it in acquiring and developing public parking facilities within the Metrotown. The amount of deposits required for developers would desirably still result in a net economic benefit to the developer.

The developers of Rezoning #163/81 and Rezoning #72/81 wish to obtain some reduction in parking standards and in order to accommodate these particular rezoning proposals, it is proposed that a deposit of \$2,000.00 be established for every parking space below the required standards. Therefore, in our estimation the developer would realize a savings of approximately \$3,000.00 minimum per parking space. This deposit would be restricted to the maximum 20% proposed parking standard reduction. For example, for a 210,000 sq. ft. office development similar to the two rezonings under consideration, a 20% reduction would result in the deletion of approximately 85 parking spaces which would amount to a deposit of \$170,000.00.

The Planning Department will pursue further refinements towards the establishment of an appropriate parking reduction formula as a policy applicable to all future major office developments in the Metrotown. It is possible that the amount of deposit applicable for deleted parking spaces may be modified in the final policy proposal.



J. A. L. Parr,
DIRECTOR PLANNING &
BUILDING INSPECTION

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cc: Treasurer
Solicitor