

RE: MULTIPLE FAMILY PARKING STANDARDS

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Planning & Building Inspection be adopted.

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TO: MUNICIPAL MANAGER 1990 JANUARY 24

FROM: DIRECTOR PLANNING & BUILDING INSPECTION OUR FILE: 02.240
Sec. 800

SUBJECT: MULTIPLE FAMILY PARKING STANDARDS

PURPOSE: To inform Council about the status of the review of parking standards for multiple family residential dwellings.

RECOMMENDATION:

1. THAT this report be received for the information of Council.

REPORT

1.0 SUMMARY

This is a status report on the review of parking standards for multiple family dwellings. It identifies parking issues, examines the standards across ten Greater Vancouver municipalities, and outlines the work that is underway to obtain different perspectives on parking, including those of residents in multiple family developments, developers, and co-operative housing resource groups. The findings of this comprehensive review will assist in determining what type of changes in parking standards would be recommended.

Based on the research to date, the following conclusions can be made:

- Vehicle ownership rates per person and per household have been increasing over the past five years in Burnaby.
- Street congestion may be attributable to a number of factors, including an inadequate supply of on-site parking, the reluctance of some residents to pay for on-site parking, and parking demands from adjacent non-residential uses.
- A review of parking standards in nine other municipalities shows the following:
 - our requirement of 1.7 spaces per unit for condominium townhouses is consistent with the regional average;
 - our requirement of 1.5 spaces per unit for townhouses (which are not condominiums or co-operatives) is below the regional average of 1.7;

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- our requirement of 1.5 spaces per unit for low-rise and high-rise apartments (regardless of tenure) is slightly below the regional average of 1.6;
- our requirement of 0.2 space per unit for visitor parking is consistent with the regional norm;
- our requirement for designated disabled parking is consistent with that of five other municipalities which also regulate according to the Building Code; **142**
- our requirement of 1.7 spaces per unit for family-oriented co-operative housing is above that for market apartment units, for townhouses which are not condominiums, and for co-operative housing in Vancouver (1.2 with a possibility for relaxation); and
- there are no space requirements in any municipality for recreational vehicles or other over-height vehicles.

2.0 BACKGROUND

Council has requested staff to conduct a comprehensive review and report on the advisability of increasing parking requirements for multiple family residential, commercial, and industrial developments. The review is to be forwarded to Council in three separate reports.

Subsequently, the Planning and Building Inspection Department reported that changes in parking standards for some housing types may be desirable. Low-density multiple family housing, large condominium units, and senior citizens housing were identified for further study in order to determine whether parking standard adjustments would be appropriate, taking into consideration parking demands and problems, economic costs, and regulations in other municipalities.

3.0 A COMPREHENSIVE REVIEW OF PARKING STANDARDS FOR MULTIPLE FAMILY HOUSING

Parking requirements for development in Burnaby are provided in the Zoning By-law, Schedule No. VIII Off-Street Parking. Periodically, amendments to the Schedule have been made to include parking requirements for new land uses or to update parking requirements for existing specified land uses.

Given the fact that multiple family housing has increased in numbers and in densities and that rates of car ownership have changed over the years, there is a need to undertake a comprehensive review of the Municipality's parking demands, problems and regulations. More specifically, this review will include the following:

- a. local and regional trends in vehicle ownership;
- b. parking congestion;
- c. parking regulations for multiple family developments in Burnaby and nine Greater Vancouver municipalities;
- d. a survey of Burnaby residents to examine vehicle ownership characteristics and their parking situation;
- e. parking from the development industry's perspective; and
- f. a proposal to amend the parking regulations in the Zoning Bylaw, if deemed to be desirable on the basis of this review.

This report addresses points a, b, and c, and identifies the survey and discussions underway for points d and e.

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4.0 TRENDS IN VEHICLE OWNERSHIP

Several local and regional considerations have been identified that may have an impact on the future demand for parking in multiple family residential areas. The trend towards increased vehicle ownership will probably have the most profound impact.

Over the last five years in Burnaby, the number of insured vehicles has increased at a faster rate than the population. Specifically, the number of registered vehicles has increased by 18.6 percent while the population grew at an approximate rate of 5 percent. In other words, there is a higher rate of car ownership per person in Burnaby now than five years ago. According to a Greater Vancouver Regional District origin-destination study in 1985, there were .613 automobiles per person in Burnaby. This compares to .748 automobiles per person in 1989 (calculated by using Insurance Corporation of British Columbia statistics and population growth rate estimates).

Changes in vehicle ownership patterns over the past five years are further illustrated by the increase in the number of vehicles per household. While the number of vehicles has increased at a rate of 18.6 percent, the number of households has grown at a slower rate of 10 percent. This means that there are more vehicles per household in Burnaby now than five years ago. The GVRD's origin-destination study indicated that there were 1.516 automobiles per household in 1985 in this Municipality. This figure has risen to 1.809 automobiles per household figure in 1989 (calculated by using ICBC statistics and household growth rate estimates).

The increasing rates of vehicle ownership may be attributed to the aging of the baby boom generation into the 35 - 55 age group which has a greater tendency to own two or more cars per household. This trend may change as this segment of the population moves into the over-55 age group.

Studies by the City of Vancouver have suggested that vehicle ownership rates are higher in centrally located, high amenity areas near commercial facilities than in less well serviced areas of the city. For example, in the Southeast Granville Slopes area of downtown Vancouver, vehicle ownership rates are estimated to be one vehicle per person. This high vehicle ownership rate is likely explained by the fact that expensive housing prices have attracted a high income population which has a greater tendency to own more than one car per household.

Another study in Vancouver (January 1987) showed that vehicle ownership on a per unit basis was found to be similar in three medium density residential areas. The results ranged from 1.36 vehicles per unit in False Creek, 1.42 vehicles in Kitsilano, and 1.53 vehicles in Fairview Slopes.

5.0 PARKING CONGESTION

The strain on street parking in some multiple family residential areas may not be totally due to the inadequate provision of off-street parking. Some residents are reluctant to pay for parking within the residential complex. Since the parking fee is separate from the monthly unit rent for many developments, there may be no incentive to park within the building if spaces are readily available on the street. The results of a parking survey will provide some insight about the behaviour of residents and visitors relating to both on-site and on-street parking.

To alleviate the on-street parking congestion and to encourage the full use of on-site parking by apartment dwellers, the Municipality had submitted resolutions, in past years, to the Union of B.C. Municipalities requesting that authority be given to municipalities to require that off-street parking for apartment buildings be included in the rent structure. This resolution was not endorsed by UBCM in 1988. Previously, the Provincial Government had disagreed that it would be an effective solution to the parking problem, maintaining that the proposal would make it more difficult for those who cannot find off-street parking to obtain it from neighbouring buildings.

Secondly, on-street parking congestion may be partly due to parking demands from adjacent non-residential uses. Similar to the situation of apartment dwellers, there are workers, business patrons, and shoppers who are reluctant to pay for on-site parking.

Resident Only Parking (RPO) zones are not found in Burnaby, with the exception of one in the vicinity of Burnaby General Hospital. This policy, adopted by Council in 1978, was based on the concept that no portion of the public street system should be set aside for the exclusive use of certain individuals or groups.

6.0 PARKING STANDARDS IN BURNABY AND OTHER MUNICIPALITIES

To help assess the adequacy of Burnaby's parking standards for multiple family residential developments, nine municipalities in Greater Vancouver were surveyed. Although the parking standards refer to requirements only and may not necessarily reflect demand, they have been formulated over years of experience, and therefore, should provide a reference point from which to evaluate Burnaby's parking standards.

It should be kept in mind that the location of the municipality within the region has an influence on the parking standards. Generally, higher standards are found in the outlying municipalities where land is in greater supply and is less costly than in the City of Vancouver.

The results indicate that various methods for calculating parking standards are used, including spaces per unit, per floor area, and per bedroom unit. In some municipalities, the required parking ratio varies depending upon the zone within which the building is located.

As discussed below, the survey indicates that a wide variety of standards for multiple family residential dwellings exist among these municipalities.

6.1 Parking Regulations for Multiple Family Dwellings

According to the Burnaby Zoning By-law, "multiple family dwelling means any building consisting of three or more dwelling units, each of which is occupied or intended to be occupied as the permanent home or residence of one family only." Multiple family dwellings include townhouses, garden apartments, low-rise apartments and high-rise apartments.

The Zoning Bylaw requires that 1.5 parking spaces be provided for each unit in multiple family dwellings. This standard, which was established in 1982, does not differentiate between townhouses, low-rise apartments or high-rise apartments. This requirement includes a minimum of 0.2 spaces per unit for visitor parking.

Higher parking standards for condominium (strata-titled) townhouse developments and co-operative housing developments are applied in the rezoning process according to the "Guidelines for Residential Condominiums and Conversions" (adopted as a policy document by Council on 1973 November 26 and revised on 1974 October 18). For new residential condominiums, the guidelines state that a total minimum parking ratio of 1.7 parking spaces per unit (consisting of 1.5 for residents and 0.2 for visitors) should be maintained for townhouse and family oriented situations.

Table 1 provides a comparison of standards for townhouse developments in Burnaby and the other municipalities.

TABLE 1: PARKING REGULATIONS FOR TOWNHOUSE DEVELOPMENTS

Municipality	Total Space Requirement Per Dwelling Unit	Residential Component	Visitor Component
Burnaby	1.5 / 1.7 *	1.3 / 1.5 *	.20
Coquitlam	2.0	1.75	.25
Delta	2.0	2.0	--
Richmond	2.2 in R2 (townhouse zone) 1.5 in R3, R4	2.0	.20
Surrey	2.2	2.0	.20
New Westminster	1.0 bachelor 1.2 one-bedroom 1.5 two-bedroom 2.0 three-bedroom		--
North Vancouver District	1.75	1.5	.25
North Vancouver City	1.5 to 2.0 (depends upon residential district)		--
West Vancouver	1.5 to 2.0 (depends upon residential district)		--
Vancouver	based on the gross floor area and the residential district; not more than 2.2 per unit need be provided		.20

* Higher parking standards for townhouse condominiums and co-operative housing, according to the Council-approved "Guidelines for Residential Condominiums and Conversions".

The parking standards for townhouse developments in the region range from 1.5 to 2.2 parking spaces per unit. The average is 1.7 spaces per unit. Burnaby's parking requirement of 1.5 spaces per (non-condominium) townhouse falls in the lower range and is slightly below the average. For condominium townhouses and co-operative housing, Burnaby's requirement of 1.7 spaces is consistent with the regional average.

New Westminster is the only municipality that regulates parking requirements based on the number of bedrooms per unit in a townhouse development. Richmond requires a higher standard for developments in the R2 townhouse district.

Table 2 shows the regulations which apply to low-rise and high-rise apartments in the ten municipalities.

TABLE 2: PARKING REGULATIONS FOR LOW-RISE AND HIGH-RISE APARTMENTS

Municipality	Total Space Requirement Per Dwelling Unit	Residential Component	Visitor Component
Burnaby	1.50	1.30	.20
Coquitlam	1.56	1.45	.11
Delta	1.35 (rental) 1.60 (condominium)	1.25 1.50	.10 .10
Richmond	1.70	1.50	.20
Surrey	1.70 one-bedroom 1.95 two-bedroom 2.20 three-bedroom	1.50 1.75 2.00	.20 .20 .20
New Westminster	1.0 bachelor unit 1.2 one-bedroom unit 1.5 two-bedroom unit 2.0 three-bedroom unit		--
North Vancouver District	1.75 2.00 (RM6 high-rise)	1.50 1.75	.25 .25
North Vancouver City	1.20	1.20	--
West Vancouver	1.0 or 1.0 per 900 sq. ft. (depends upon residential district)		--
Vancouver	based on the gross floor area and the residential district; not more than 2.2 per unit need be provided		.20

The parking standards for low-rise and high-rise apartments in the surveyed municipalities range from 1.0 to 2.2 spaces per unit. The average number of spaces per unit is 1.6. Burnaby's parking requirement of 1.5 per unit falls mid-range and is slightly below the average.

Surrey and New Westminster calculate parking requirements on a per bedroom basis for apartment dwellings. Delta makes a distinction between rental and condominium units, while the District of North Vancouver requires a higher standard for high-rise apartments in the RM6 District.

6.2 Parking Requirements for Visitors

In some residential developments, the Traffic Supervisor has indicated that there are problems related to visitor parking, including the following examples:

- . visitor parking spaces are rented to residents;
- . residents are using the spaces because they are poorly managed;
- . a parking pass is required from the manager, creating an inconvenient situation; and
- . visitor parking spaces are not clearly identified or easily located.

These parking situations can result in a greater amount of on-street parking and will be examined more carefully.

As shown in Tables 1 and 2, six of the nine municipalities require that designated visitor parking be provided. The requirements vary slightly from 0.20 to 0.25 spaces per unit for townhouses and from 0.10 to 0.25 spaces per unit for low-rise and high-rise apartments.

Burnaby's visitor parking requirement of 0.20 spaces per unit applies to all three types of multiple family dwellings and is consistent with the other municipalities. The Zoning Bylaw also requires that multiple family dwellings with more than 3 storeys provide at least 35 percent of the visitor parking spaces at surface level.

City of Vancouver staff have indicated that little empirical research has been done on visitor parking requirements and that on-site surveys would have to be carried out in order to accurately determine the parking demand.

6.3 Parking Requirements for Condominium and Rental Units

In the past five years, almost all multiple family residential construction in Burnaby is built as a strata-titled development, except for non-profit and government subsidized projects. Frequently, these strata-titled units are purchased by investors and rented.

The Zoning Bylaw does not differentiate parking requirements on the basis of tenure. However, as mentioned earlier, additional parking (0.2 space per unit) is applied through the rezoning process for condominium townhouses and co-operative housing.

Delta is the only municipality surveyed that provides a distinction in their Zoning By-law between parking spaces required for condominium and rental apartments. It requires 1.35 parking spaces per rental unit and 1.60 parking spaces per condominium unit. No distinction is made for townhouses.

6.4 Parking Requirements for the Disabled

The B.C. Building Code regulates the provision of parking for the disabled or physically handicapped in Burnaby. In residential buildings designed for the disabled, one parking stall must be provided for each sleeping unit. In all other developments with over 50 parking spaces, one space of every 100 spaces must be provided for the disabled.

Four of the nine municipalities surveyed have a parking provision in their zoning by-laws for the disabled (Table 3).

TABLE 3: PARKING REQUIREMENTS FOR THE DISABLED IN RESIDENTIAL DEVELOPMENTS

Municipality	Regulation	Parking for the Disabled in Residential Buildings:
Burnaby Coquitlam Delta New Westminster North Vancouver City West Vancouver	Building Code	If more than 50 parking spaces: 1 space for every 100 spaces If building designed for the disabled: 1 space for every sleeping unit
Richmond	Zoning Bylaw	If more than 10 spaces: 2 percent for the disabled
Surrey	Zoning Bylaw	If 11 to 50 spaces: 1 space If 50 to 150 spaces: 2 spaces If 151 to 300 spaces: 3 spaces If more than 300 spaces: 1 space for every 150 spaces
North Vancouver District	Zoning Bylaw	If more than 21 spaces: ratio of 1 space for every 100 spaces
Vancouver	Parking Bylaw	If more than 50 spaces: 1 space and 1 space for each additional 100 spaces

The four municipalities which have incorporated parking requirements for the disabled into their Zoning Bylaw have slightly higher standards than the municipalities which regulate parking through the B.C. Building Code.

6.5 Parking Requirements for Recreational Vehicles

Burnaby and all of the other municipalities surveyed do not have bylaw provisions to require parking spaces for recreational vehicles which tend to be over-height or over-sized. There have been complaints from Burnaby residents about recreational vehicles being stored on the street.

The Burnaby Zoning Bylaw provides a minimum vertical clearance of 2.1 metres for all off-street parking spaces which would accommodate some over-height vehicles such as mini-vans in underground parking facilities. According to Vancouver's research, the ownership of mini-vans has increased over the last few years to approximately 3 percent of all insured vehicles and will likely increase in the future.

In New Westminster, a developer of a multiple family residential complex voluntarily incorporated parking spaces designed for recreational vehicles. Specific efforts were made to market the housing units to those with more leisure time and, therefore, with a greater tendency to own recreational vehicles.

The results of a parking survey will help to identify if on-site parking spaces for recreational vehicles are needed by Burnaby residents living in apartments or townhouses.

6.6 Parking Requirements for Non-Market Housing

Since housing affordability has become an increasingly serious concern, there is a need to consider the economics of requiring more parking on the feasibility of non-market housing developments. For small sites which cannot accommodate the parking entirely on surface, underground parking can be as costly as \$20,000 per space.

The parking needs of residents living in co-operatives are being addressed through a survey. As well, contacts will be made with resource groups involved in the development of co-operative housing.

In Vancouver, there are lower parking requirements for co-operative housing units (1.2 spaces per unit) and for dwelling units designated solely for families of low income under the provisions of the National Housing Act (0.5 space per unit) in order to make them more economically feasible to develop. Relaxations for co-operatives may also be given if there is sufficient on-street parking to accommodate any over-flow parking.

6.7 Parking Requirements for Seniors' Housing

A review of parking requirements for independent seniors' housing, community care facilities and private hospitals will be provided in a separate report to Council. The parking needs of these developments for seniors are different from those of other multiple family dwellings.

7.0 PERSPECTIVES ON PARKING

This review of parking regulations in other municipalities offers one means of evaluating Burnaby's parking standards. In order to develop a comprehensive understanding of the parking situation, it is also important to solicit the views of residents living in multiple family dwellings and the views of developers.

7.1 The Residents' Perspective

A questionnaire (Attachment A) was mailed on 1990 January 19 to about 2,640 residents living in multiple family dwellings in seven areas of Burnaby, as shown in Table 4.

TABLE 4: RESIDENTIAL AREAS SELECTED FOR THE PARKING SURVEY

General Location	Area	Estimated Number of Dwelling Units *
Maywood	Community Plan 2	546
Lougheed	Community Plan 5	392
Edmonds	Community Plan 6	232
Halifax St. - Phillips Ave.	Community Plan 7	190
Canada Way - Smith Ave.	Community Plan 8	288
Brentwood	Community Plan 9	480
Burnaby 200	-	509
TOTAL		2,637

* Source: Canada Post Letter Carrier Routes, 1989 November 06.

The questionnaire involved the following:

- . background information: type of unit, tenure, number of residents
- . vehicle ownership: number and types
- . parking locations and costs
- . adequacy of parking for residents and visitors
- . use of public transit

The survey results will provide useful information in identifying the extent and nature of the parking problem in various multiple family areas of the Municipality from the residents' perspective.

7.2 The Developers' Perspective

It is important to consider not only the parking demands of residents and visitors, but also the developer's view of parking. Contacts are being made with the Urban Development Institute and with recent developers in Burnaby. As well, the parking provisions of recent multiple family developments will be examined.

In Vancouver, it has been argued that the cost of providing the required parking would threaten the economic feasibility of some types of projects such as co-operative housing and the redevelopment of buildings with heritage value. To encourage these developments to take place, lower parking requirements and relaxations have been permitted.

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8.0 CONCLUSION

It is anticipated that the analysis of the parking survey and the discussions with developers will be completed by the end of 1990 February. Based on the research findings, recommendations on parking standards for multiple family developments will be presented to Council.

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A.L. Parr
DIRECTOR PLANNING &
BUILDING INSPECTION

SL/jp

Attachment

cc: Director Engineering
(Attn: Traffic Supervisor)



4949 Canada Way, Burnaby, B.C. V5G 1M2
Planning & Building Inspection Department

Attachment A

MULTIPLE FAMILY RESIDENTIAL PARKING QUESTIONNAIRE

Background Information

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1. Building Address: _____

2. What type of building are you living in ?

- townhouse (ground level entry)
- low-rise apartment (4 stories or less)
- high-rise apartment (5 stories or more)

3. Do you own or rent your dwelling unit ?

- own rent

4. What type of suite is your dwelling unit ?

- bachelor
- one bedroom
- two bedroom
- three bedroom
- other: what type ? _____

5. How many permanent residents live in your unit? _____

6. Age group(s) of the residents in your unit:

number of residents age 15 or under: _____

number of residents age 16 to 65: _____

number of residents age 66 or over: _____

Vehicle Owners

7. Do you own a vehicle ?

- no ➔ skip to Question 12
- yes ➔ answer Questions 8 - 11

8. How many vehicles are owned or leased by permanent residents in your unit ?

number of small sized (compact) cars: _____

number of standard sized cars: _____

number of vans or light trucks: _____

number of motorcycles: _____

number of recreational vehicles
or other overheight vehicles: _____

number of bicycles: _____

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