



HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

SUBJECT: SECURITY, ACCESS, AND LOCATIONAL ISSUES RELATED TO OFF-STREET PARKING FOR MULTIPLE-FAMILY AND MIXED-USE DEVELOPMENTS

RECOMMENDATIONS:

1. THAT Council authorize the preparation of a Bylaw amending the Burnaby Zoning Bylaw as outlined in Section 3.0 of this report and the bylaw be advanced to First Reading and Public Hearing at a future date.
2. THAT Council, upon adoption of the Bylaw, authorize utilization of the guidelines for two-gate or multiple-gate security systems for multiple-family and mixed-use developments to assess such proposals.
3. THAT Council authorize staff to forward a copy of this report to the Urban Development Institute and to those who have corresponded with the City on this issue.

REPORT

The Housing Committee, at its Open meeting held on 2005 November 21, received and adopted the *attached* report proposing text amendments to the off-street parking requirements for multiple-family dwellings and mixed-use developments in the Burnaby Zoning Bylaw. The Committee advised that Current planning practices demonstrate that off-street parking for multiple-family and mixed-use developments can be safe, convenient, and easily found by residents and visitors with the installation of a two-gate or multiple-gate security system. The Committee further advised that installation of a two-or multiple-gate security system responds to increasing requests from residents, Strata Councils, and the development industry to increase security and reduce the risk and fear of crime in underground parking areas.

Respectfully submitted,

COPY: CITY MANAGER
CHIEF BUILDING INSPECTOR
DIRECTOR ENGINEERING
DIRECTOR PLANNING & BUILDING
CITY SOLICITOR

Councillor Celest Redman
Chair

Councillor Dan Johnston
Vice Chair

Councillor Colleen Jordan
Member

TO: CHAIR AND MEMBERS
HOUSING COMMITTEE

DATE: 2005 November 21

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: SECURITY, ACCESS, AND LOCATIONAL ISSUES RELATED TO OFF-STREET PARKING FOR MULTIPLE-FAMILY AND MIXED-USE DEVELOPMENTS

PURPOSE: To propose text amendments to the off-street parking requirements for multiple-family dwellings and mixed-use developments in the Burnaby Zoning Bylaw

RECOMMENDATIONS:

1. **THAT** Council be requested to authorize the preparation of a Bylaw amending the Burnaby Zoning Bylaw as outlined in Section 3.0 of this report.
2. **THAT** upon adoption of the Bylaw, the guidelines for parking and two-gate or multiple-gate security systems for multiple-family and mixed-use developments as outlined in *Attachment # 1* be utilized to assess such proposals.
3. **THAT** Council be requested to forward a copy of this report to the Urban Development Institute and to those who have corresponded with the City on this issue.

REPORT

1.0 BACKGROUND:

The provision of parking in multiple-family and mixed use developments is reviewed in this report in view of the following issues: a) safety and security of the underground parking areas, particularly the unsecured visitors parking; and b) balance between the provision of surface amenities and surface parking. Fear and the risk of crime in underground parking areas have prompted numerous requests from Strata Councils and developers for the installation of two- or multiple-gate systems in their underground parking garage. The latter issue is raised due to the impracticality of the current Zoning Bylaw, particularly in use-intensive development sites, where it is not feasible to provide the required percentage of surface visitors parking.

The Zoning Bylaw does not permit the installation of two-gate or multiple-gate systems in underground parking areas, and requires that if a building is four storeys or more, at least 35% of visitors parking will be at surface level. The limitations of many urban sites, however, have made the above requirements impractical and/or not feasible such that the City has in the past authorized a limited number of two- or multiple-gate systems, as well as

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provided less than the required 35% of visitors parking at surface level under the provisions of Comprehensive Development (CD) zoning. It is considered appropriate to align the Zoning Bylaw with current practices which reflect practical development considerations of urban sites and higher intensity site use, and which have worked well on a number of multiple-family residential and mixed-use development projects.

The Housing Committee received previous reports regarding the above issues for their consideration. At its 2005 October 25 meeting, the Housing Committee received a delegation from the Urban Development Institute (UDI) regarding text amendments to security, access, and off-street parking requirements for multiple-family and mixed-use developments in the Zoning Bylaw. The meeting determined that the Housing Committee and UDI are in general support of the proposed text amendments, but raised the following concerns for Staff response:

- a) There is concern that common resident, visitor, and commercial underground parking entries which are secured by security gates will not totally discourage criminal activities.
- b) While it is acknowledged that it may be necessary for higher density, site-use intensive developments to locate their visitors parking entirely underground, the Housing Committee is seeking more concrete assurance that some surface visitors parking will be provided.
- c) A requirement of a two-gate or multiple-gate system in the underground parking area is the provision of a functional turn-around area at the entrance of the underground visitors parking. As some developments and/or retrofit cases feel they do not have sufficient area to accommodate a functional turn-around area, the UDI is seeking a relaxation of the above requirement, permitting vehicles to back out onto the street or lane in some cases.

2.0 DISCUSSION:

2.1 Access, Security, and Locational Issues Relating to Resident and Visitor Underground Parking in Multiple-Family Developments

Resident parking is separated from visitor parking, as required by Section 800.4(2) of the Burnaby Zoning Bylaw. Except in the P11e S.F.U. Neighbourhood District, visitor parking is required to be freely accessible and not limited in its use and access by security gate or fencing. However, the uncontrolled accessibility of the underground visitor parking is an on-going concern for many residents who fear that the unsecured portion presents opportunities for crime such as personal assault, vandalism, and theft of/from vehicles. This concern has led many developers and Strata Councils of multiple-family dwellings to request the installation of a two-gate or multiple-gate security system to secure underground visitor parking from general free access to reduce the risk of crime. While the City has in the past authorized a limited number of two- or multiple-gate systems under the provisions of CD zoning, the Department has been advised that it would be beneficial to provide specific provisions in the Zoning Bylaw for multiple-gates rather than relying solely on a CD zoning interpretation.

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The creation of the P11e S.F.U. Neighbourhood District under the Burnaby Zoning Bylaw for UniverCity at Simon Fraser University considered it appropriate to have all required visitor parking located underground due to the constraints of size, shape, and topography of the development sites. Parking requirements for multiple-family developments in the P11e District were further amended to permit the location of underground visitor parking behind a security gate, provided that access to the visitor parking area would be governed by an intercom system; a second security gate would prevent visitor access to the resident parking area; and an acceptable turn-around would be provided on-site in event that the visitors' vehicles would not be granted access. Multiple-family developments in the P11e District successfully demonstrate the use of two-gate or multiple-gate systems, in which visitor parking is entirely underground and secured behind a security gate. It has been proposed that this bylaw amendment be pursued on a broader, city-wide, scale.

The RCMP was contacted to discuss potential solutions for increasing security in the underground visitor parking of multiple-family and mixed-use developments. The RCMP is highly supportive of the installation of an additional security gate (two-gate or multiple-gate system) as a measure that could significantly reduce the incidences of crime in unsecured underground parking garages, when applied with other CPTED features, such as high lighting levels, painted light-coloured walls and columns, and good rearview overlook. This Department in consultation with the Engineering Department has prepared the *attached* guidelines (See *Attachment # 1*) for the installation of security gates, as well as guidelines to ensure that parking is more safe, convenient, and easily found. The provisions of the above guidelines establish physical measures to ensure that underground visitors parking is utilized appropriately. It is the responsibility, however, of Strata Councils to enforce the appropriate use of visitors parking.

2.2 Access, Security, and Locational Issues Relating to Resident and Visitor Underground Parking in Mixed-Use Developments

In mixed-use developments, access to underground resident, visitor, and commercial user parking is generally through a common entry. Resident parking is separated from visitor parking and/or commercial parking, as required by Section 800.4(2) of the Burnaby Zoning Bylaw. Visitors and shared visitors and commercial parking are required to be freely accessible and not limited in its use by security gate or fencing. There are no provisions in the Zoning Bylaw against the limiting of access to underground commercial parking by means of security gate or fencing. This Department requires that the underground commercial parking for businesses such as retail, office, and restaurants, but excluding designated employee parking, remain freely accessible during business hours, generally permitting security gates during the hours of 7:00 pm-7:00 am.

The unrestricted accessibility of the underground visitor and commercial parking is an ongoing concern for many residents and business owners who fear that the unsecured portion presents opportunities for crime, as well as the occupancy of transient individuals. Many developers and Strata Councils of mixed-use developments have requested the installation of a two-gate or multiple-gate security system to secure the unsecured portion of the underground parking area in mixed-use developments. Some concerns were raised by members of the Housing Committee, however, that common underground parking entries

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(for residents, visitors, and commercial users) secured by gates may encourage criminal activities in the underground parking garage. While recognizing that completely separate residential, visitors, and commercial underground parking entries are sometimes difficult to achieve given site geometries, this Department will require separate resident and commercial underground parking entries as a standard along with the use of other CPTED measures. Any exceptions to this requirement will be assessed as conditions dictate.

2.3 Site Requirements for Secured Underground Visitors Parking in Multiple-Family and Mixed Use Developments:

Secured underground visitors parking is permitted in the P11e District, provided that access to the visitor parking area is governed by an intercom system; a second security gate which would prevent visitor access to the resident parking area; and an acceptable on-site turn-around in event that the visitors' vehicles would not be granted access. The above requirements have proven to be successful in the P11e District, as well as in a limited number of developments under CD zoning which permitted the installation of a two- or multiple-gate system in the underground parking area. Discussions with the Engineering Department have determined that the provision of an acceptable on-site turn-around is a necessary requirement to ensure traffic safety on a street, lane, or sidewalk. Furthermore, sites that are unable to accommodate an acceptable turn-around would not be permitted to install or retrofit a two-gate or multiple-gate system.

2.4 Provision of Surface Visitor Parking in Multiple-Family and Mixed-Use Developments

Section 800.4(2) of the Burnaby Zoning Bylaw requires that if a building is four storeys or more, at least 35% of visitor parking spaces be provided at surface level. However, given the propensity for higher density mixed-use development projects, it is generally necessary to locate resident and most visitors and commercial parking underground because of the limitation of most urban development sites. There are no provisions in the Zoning Bylaw which require buildings lower than four storeys to provide surface visitor parking. Although parking provisions may be at variance from the specific technical regulations of the Zoning Bylaw, it continues to be the intent that off-street parking for multiple-family and mixed-use developments are safe, convenient, and easily used by both residents and visitors.

The provision of at least 35% of all visitors parking at surface level is not practical or feasible for most multiple-family and mixed-use developments, particularly at current densities permitted in almost all the City. To illustrate the impracticality of the above requirement, a 300 apartment unit development would require 26 surface visitor parking spaces; a 200 apartment unit development would require 18 spaces; and a 100 apartment unit development would require 9 spaces. The above parking provisions would compromise the provision of other important surface amenities in many cases, including but not limited to private yards; communal landscaping; pathways; playgrounds and recreational areas; and storm water management systems as well as for the option of incorporating street-fronting low-rise residential.

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In high density non-mixed-use high-rise developments, it may be feasible to provide some surface visitors parking, depending on the particulars of the site. Three and four storey low-rise apartments with underground parking are generally not able to provide any surface driveways and visitor parking without seriously compromising the maximum permitted floor area.

Many lower density development sites also cannot accommodate surface visitor parking or a driveway as the site is virtually all taken up by buildings, minimum setbacks and in some case modest communal open space areas such as for tot lots. In most commercial/residential mixed-use developments where the commercial component often is use intensive grade-related retail, it is not possible to provide surface visitor parking. The provision of no surface visitors parking is not limited to developments in the City, but is standard practice throughout the Lower Mainland as well.

In view of the above, it is being recommended that the 35% visitors parking at surface level requirement be deleted from the Zoning Bylaw. It is further recommended that high density non-mixed-use high-rise developments with at-grade landscaped sites and an on-site drop-off driveway provide for a minimum of four visitor parking spaces at grade; and in other multiple-family and mixed-use developments, this Department will continue to encourage short-term visitor at-grade parking and make provisions for drop-off and delivery spaces wherever possible.

3.0 CONCLUSION:

The intent of the Burnaby Zoning Bylaw is to provide off-street parking in a location that is safe, convenient, and easily found by residents and visitors. Current planning practices demonstrate that off-street parking for multiple-family and mixed-use developments can be safe, convenient, and easily found by residents and visitors with the installation of a two-gate or multiple-gate security system. The installation of a two- or multiple-gate security system responds to increasing requests from residents, Strata Councils, and the development industry to increase security and reduce the risk and fear of crime in underground parking areas. Comparable GVRD municipalities that were contacted, all permit security gate systems related to visitor parking and review of existing developments which permit the above have demonstrated to be successful. This report recommends that Council be requested to authorize the preparation of a bylaw amending the Burnaby Zoning Bylaw as outlined in this report. It is further recommended that in assessing underground parking proposals, the guidelines outlined in *Attachment # 1* be utilized.

Recommended Bylaw Amendments

It is recommended that the following text amendments be made to Section 800.4(2):

- 1) the phrase "If a building is four storeys or more, at least 35 per cent of visitor parking spaces shall be at surface level, except in the P11e District, where up to the total number of required visitor parking spaces may be underground" be deleted;

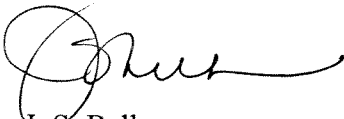
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- 2) the phrase "and, except in the P11e District, shall not be limited in its use by security gates or fencing" which appears after "safe, convenient, and easily found" in the multiple family dwelling parking requirements be deleted;
- 3) the phrase "In the P11e District access to an underground visitor parking area may be restricted by a gate with an intercom system, provided that the underground visitor parking area is separated from the underground resident parking area by a further security gate and a functional turn-around area is provided at the entrance to the underground visitor parking area" shall be replaced with wording similar to the following:

Security gates at the entrance of the underground visitors parking may be permitted under the following conditions:

- a) Access is controlled by an intercom system that is located on the property in close proximity to the visitors parking to ensure the security of the visitors parking area, but avoiding impediments to vehicular circulation at its entrance. Security gate to be able to be easily re-opened by the operator of the vehicle without involving a third party;
- b) a functional turn-around area is provided at the entrance to the visitors parking to permit adequate vehicle maneuvering without backing in the event that the visitors do not gain access through the security gate;
- c) underground visitors parking area are separated from underground residents parking area by a further security gate to maintain the security of the residents parking area. Visitors parking is to be defined by large and clear signage, differentiated from resident parking and available to visitors 24 hours per day;
- d) pedestrian access to the visitor parking area (both external and internal) and from the visitor parking to the main lobby or the individual residential unit for the visitor is well signed and clear in its directions.

To accommodate the above requirements, the guidelines outlined in ***Attachment # 1*** include the submission of a comprehensive underground parking, lighting, and informational signage plans at the rezoning or preliminary plan approval stage.



J. S. Belhouse
Director Planning & Building

ZT:su

cc: City Manager
Chief Building Inspector
Director Engineering
City Solicitor

GUIDELINES FOR SURFACE AND UNDERGROUND PARKING IN MULTIPLE-FAMILY AND MIXED-USE DEVELOPMENTS

1. On-site signage showing the direction to visitors and commercial parking.

The on-site sign showing the direction to visitors and commercial parking is to ensure that parking will continue to be “convenient and easily found” by visitors and commercial users (mixed-use developments).

2. Comprehensive Informational Signs showing the direction to visitors and commercial parking, as well as handicapped accessible parking.

Comprehensive directional signs should be located near the underground visitors and commercial parking entry to ensure that parking will continue to be “convenient and easily found” by visitors and commercial users (mixed-use developments). Signage should also indicate if accessible handicapped parking is available on site and its location, as well as meet BC Building Code and Zoning Bylaw requirements.

3. Convenient call button where drivers can call the resident they are visiting while remaining in their vehicles and have the security gate opened.

The intercom system is a convenient method for visitors to request entry through the security gate, while providing security for those visitors and residents already inside the parking garage. The intercom system should be located in close proximity to the entrance of the visitors parking security gate and situated on the site in such a way that it would not obstruct vehicular circulation on the site and traffic on the street.

4. Commercial access to the underground parking area shall remain freely accessible during business hours, after which the security gate may be accessed by residents and businesses using an electronic key system or visitors using a convenient call button where drivers can call the resident they are visiting while remaining in their vehicles and have the security gate opened.

In mixed-use developments, commercial access to the underground parking area should remain freely accessible during business hours to ensure that parking is safe, convenient, and easily found by commercial visitors. During after business hours, the intercom system is a convenient method for visitors to request entry through the security gate, while providing security for those visitors and residents already inside the parking garage. The intercom system should be located in close proximity to the entrance of the commercial parking security gate and situated on the site in such a way that it would not obstruct vehicular circulation on the site and traffic on the street.

5. Separate commercial and residential underground parking entries.

Mixed-use developments will be required to provide separate commercial and residential underground parking entries. Any exceptions to the above guideline will be specifically acknowledged and addressed on a case-by-case basis.

6. On-site turnaround space for use when the resident does not respond to the call button.

In the event that the visitor is unable to gain access through the security gate because the resident does not respond to the call button, the on-site turnaround space permits the vehicle/visitor to vacate the site without having to back-up onto the street and pose traffic-safety concerns, particularly if another vehicle/visitor has pulled onto the site and is waiting to enter the underground parking garage.

7. Visitors' parking clearly marked for "VISITORS ONLY" with no resident parking permitted.

Clearly marked parking for "VISITORS ONLY" is a method to identify and separate visitors and residents parking. Signage also helps to deter residents from utilizing visitors' parking.

8. Actual visitor parking spaces clearly differentiated, such as being painted a standard colour, "visitor blue", with each space labeled "visitor" in 12" high lettering on the floor, and where available, on the wall.

Parking that is clearly differentiated and labeled reinforces that the space is designated for visitors only. However, the effectiveness of these measures will depend on strata councils and individual residents to honour and enforce these requirements.

9. Adequate lighting provided in the underground parking area.

The use of good lighting is identified as an essential feature to providing security, reducing accidents, as well as facilitating vehicular and pedestrian flow in the underground parking garage. Good lighting will take into consideration the positioning; illuminance; uniformity; and glare. Applicants are encouraged to seek private consultation for appropriate lighting of their underground parking area.

10. Walls and columns positioned and painted to ensure good surveillance and visibility; ease in finding parking; and ease in maneuvering vehicles in and out of the parking space/parking garage.

The positioning of walls and columns is identified as an important feature to ensuring good surveillance of the underground parking garage, as well as ease in the ingress and egress of vehicles to/from the parking stall or garage. Columns should be clearly visible (such as the banding of columns with a contrasting colour) such that they are differentiated from the walls to facilitate safe maneuvering.

- 11. Visitor-pedestrian exiting must be available as directly as possible to the lobby of an apartment project or to the main semi-public outdoor space of the project. It is desirable where feasible that exiting be handicapped accessible.**

Directing visitor-pedestrian exiting as directly as possible to the lobby of an apartment project or to the main semi-public-outdoor space of the project ensures that circulation is convenient and easily found. At the same time, directly controlling the movement of people in the building minimizes opportunities for crime.

- 12. Visitor-pedestrian to easily re-access the visitors parking possibly by use of the call button to reopen the security gate or visitor-pedestrian entry door.**

The intercom system for visitor-pedestrian re-access to the visitors parking minimizes opportunities for crime and increases the security of the underground parking area.

- 13. Security gate opening to be triggered automatically or by a convenient device, such as a signed and prominent button or pull cord, to permit vehicles to exit the visitor parking.**

An automatic trigger or device that opens the security gate and permits vehicles to exit the underground parking garage ensures that circulation to the street is convenient and accessible.

- 14. High density non-mixed-use developments will require the provision of a minimum of four on-site surface visitor parking spaces.**

In high density non-mixed-use high-rise developments with at-grade landscaped sites and an on-site drop-off driveway, a minimum of four visitor parking spaces will be provided at-grade. In other multiple-family and mixed-use developments, short-term on-site parking/loading spaces for resident deliveries, pick-up/drop-off, newspaper carriers, taxi-cabs, etc. will be provided at-grade wherever possible.

- 15. Applicants at the rezoning or preliminary plan approval (if there is no rezoning) stage of development process will submit underground parking plans, as well as lighting and comprehensive informational signage which meet the recommended guidelines.**

In efforts to ensure that parking is safe, convenient, and easily found, it is recommended that applicants submit underground parking plans, as well as lighting and comprehensive informational signage which meets the recommended guidelines.