

REQUEST FOR DIRECTION

Subject: Residential Parking Requirements

Presented to: Governance and Finance
Committee

Date: September 25, 2023

Item #: 7.2

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ADMINISTRATIVE RECOMMENDATION

That the Governance and Finance Committee direct administration to draft Land Use Bylaw amendments that decouple parking requirements from new housing development to provide an incentive that encourages the development of new housing, and greater housing density, on the limited land base in Banff.

BACKGROUND

Reason for Report

This report is being brought forward to address three specific areas of direction:

1. Specific responses to Council Motions; Over the past several months, Council and Governance and Finance have passed several motions giving direction on issues related to Required Parking. These motions are attached as Appendix "A" with references to the page in this report where they are discussed;
2. Response and / or guidance on Rezoning applications; Two rezoning applications have been received requesting specific amendments to the Required Parking section of the Land Use Bylaw, which may be affected by the outcome of Council decisions on this area of the Land Use Bylaw; and,
3. Gaining direction from Governance and Finance (and subsequently Council) on Required Parking is important in the context sense that requirements for residential development is a gating item for subsequent issues.

Summary of Issue

This report is intended to summarize the history of off-street parking requirements in Banff, relative to housing and the current requirements, the impact of the requirements and how they restrict the development of housing and options for amendments to encourage and maximise the development of new housing.

This report is separated into the following sections:

1. Background of Required Parking – The history of Off-Street Parking requirements and current Land Use Bylaw Requirements
2. Impacts of Required Parking on Housing – How parking requirements restrict and limit the development of housing
3. What are our options?
 - a. Decouple Parking from Housing - Let market decide on appropriate parking for each residential development
 - b. Amend existing Land Use Bylaw Requirements
 - c. Continue with the current approach

1. Background of Required Parking

Section 8.16 of Banff's Land Use Bylaw addresses Required Parking for residential developments. The introduction to this section reflects overarching principles such as who should be responsible for parking ("the development"), when it should be provided ("enlarged, increased in capacity, or intensified in use"), and where it should be located ("on the same site"):

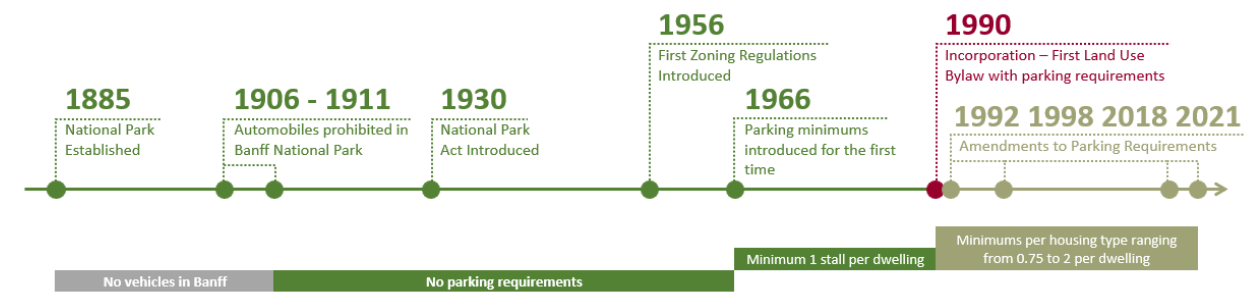
When a development is proposed, including a change of use of existing development, or when an existing development is, in the opinion of the Development Approving Authority, substantially enlarged, increased in capacity, or intensified in use, then provision shall be made for additional new off-street vehicular parking stalls on the same site as the development in accordance with the following regulations and standards...

This approach to linking parking requirements to land uses has been ubiquitous throughout North America since the early post-war period. Between 1946 and 1951, the percentage of U.S. zoning bylaws that contained parking requirements jumped from 17% to 71%. Throughout the history of Banff's Land Use Bylaw, parking ratios have been established with the underlying philosophy of reflecting an existing situation. The typical process for this has involved assessing the situation (e.g. census data; observations) followed by policy response (e.g. setting parking ratios to match). Banff's parking requirements originated relatively late, with their initial appearance in the 1966 Banff Townsite Zoning Regulations:

DECEMBER 28, 1966 No. 34	THE CANADA GAZETTE PART II VOLUME 140	1966/66 554
TABLE.		
Column I.	Column II.	
(a) one-family dwelling, two-family dwelling, multiple-family dwelling, hotel or motel	at least one space per dwelling unit,	
(b) staff hostel or boarding house	at least one space for every three beds,	

Prior to 1966 there were no minimum parking requirements and construction of a garage was at the discretion of the property owner.

The framework of a parking stall requirement based on a dwelling type that was introduced in 1966 has remained unchanged. However, the number of stalls per dwelling has been incrementally changed both up, and down, both before Incorporation and since the first Town of Banff Land Use Bylaw in 1990.



The off-street parking requirements in the Land Use Bylaw for residential uses are currently:

Housing Type	Parking Requirement
• Single Detached Housing • Duplex Housing	2 stalls per dwelling
• Triplex Housing • Fourplex Housing • Row Housing • Stacked Room Housing	0.75 stalls per bed-sitting-room; 1.0 stall per 1 Bedroom dwelling; 1.5 stalls per 2 bedroom dwelling; 2.0 stalls per 3 or 4 bedroom dwelling.
• Apartment Housing	0.75 stalls per bed-sitting-room; 1.0 stall per 1 Bedroom dwelling; 1.5 stalls per 2 bedroom dwelling; 2.0 stalls per 3 or 4 bedroom dwelling. Development consisting of 6 rental housing units or more can reduce the parking requirement based on: • Distance to downtown • Proximity to public transit • Units that are less than 50 m² • The provision of secure bike parking • The inclusion of a car-share program

In addition to the number of stalls required, there are also specifications for the dimensions of stalls, where the stalls can be located on the site and access to stalls.

The original rationale for linking parking requirements to housing types was that the housing type has historically been an indicator of the type of occupant. In other words, the assumption is that a Single Detached Home or Duplex is occupied by one family with two driving age adults, and therefore typically has 2 vehicles whereas an apartment building is more likely to be occupied by younger transient individuals or couples with a different vehicle ownership profile. With the limited supply of housing and the changing demographics in Banff, administration's opinion is that housing type is now a poor indicator of the type of occupants. For example, a four-bedroom Single Detached Home may be occupied by 2 seniors, a family of 4, or as a staff accommodation with 6 or more unrelated individuals. The subsequent vehicle ownership situation likely varies significantly, and therefore amending a system which is inherently flawed may not be a productive exercise.

2. Impacts of Required Parking on Housing

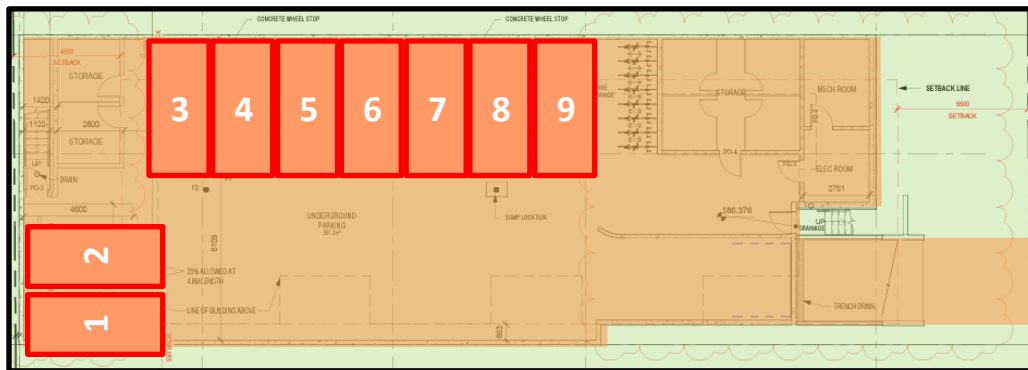
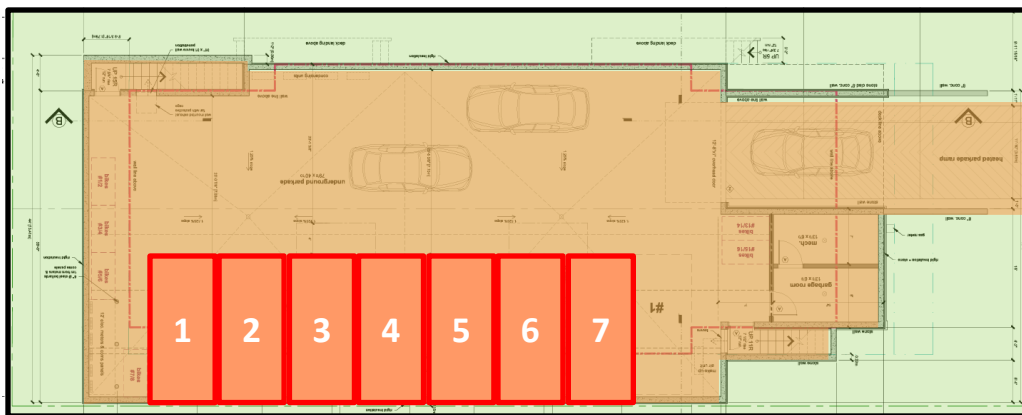
The requirement to provide on-site parking substantially impacts the development of new homes in Banff. This reflects the impact that Section 8.16 of the Land Use Bylaw has on the viability of constructing new housing.

How Does Parking Impact Housing?

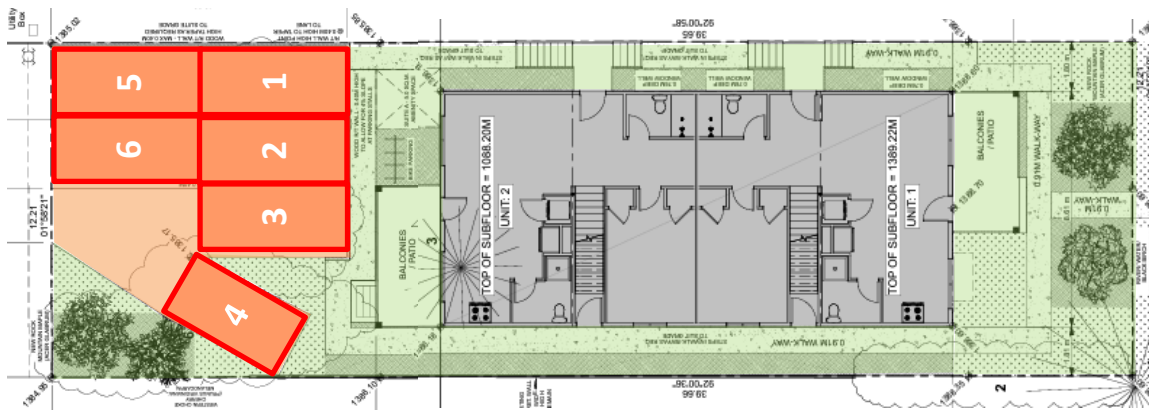
With a fixed land base, 98.5% of residential properties in Banff currently contain housing. Therefore, in order to add more housing within the community, development either requires the demolition of existing housing to make better use of a site, or, the addition of housing around existing building(s) on a site. There are a number of factors that determine the ability to provide parking on a site, which in turn, impacts the number of homes that can be developed on a site. Below are a series of detailed explanations of how this occurs in practice.

1. Site Geometry

- a) Banff's neighbourhoods north of the Bow River have long narrow lots indicative of pre-war and even 19th century lot layout. Narrow widths result in inefficient parking layouts within a single lot such as single-loaded drive aisles (e.g. stalls accessible on only one side). A single 50' wide lot in Banff can accommodate between 7 and 9 stalls in a parkade whereas a single 40' wide lot is limited to at-grade parking with a maximum of 6 stalls as the width is unable to accommodate a parkade structure with the dimensions required to park and maneuver vehicles.
- b) Depth restricts parkade ramp grades, resulting in a large portion of the site being unusable due to parkade ramps and space for vehicle maneuverability.



Parkade examples in Banff on a typical 50' wide lot



Surface parking example of a typical 40' wide lot

2. Groundwater

Banff is set within a gravel, riverbed valley where water tables are highest in the valley bottom, or in the very areas where housing is best suited (e.g. close to services and employment) and allowable densities are highest. Constructing parking in an underground format in a high-water table environment is difficult and adds to extreme cost escalation and complexity. Some common questions received regarding building underground parkades in groundwater include:

- *Why can't we just pump out groundwater?* Pumping out groundwater to the storm systems is now a prohibited practice due to potential impact on the Bow River. While there are several examples of buildings within Banff which have grandfathered permanent pumping (aka “dewatering” systems) these are no longer permitted by Parks Canada.
- *Can we pump out groundwater just during construction?* The answer to this is “not easily”. Groundwater pumping during the construction process needs somewhere to go. Groundwater that does not exceed established limits for contaminants (and ground water in Banff quite often exceeds these limits with naturally-occurring substances) can be sent to the Bow River during construction, but this requires a dewatering plan (time, money), dewatering infrastructure (time, space, and cost), and constant testing (time, cost, uncertainty), all of which impact developability. Groundwater pumping to the sewage system is possible but groundwater tends to be cold and low in nutrients - which can negatively impact the biological processes at the wastewater treatment plant. Given these challenges, some projects have needed to resort expensive and time-consuming actions such as on-site treatment, caisson construction or pumping to giant movable tanks which are then dumped outside of the National Park.



- Surface parking is not only limited by site area, but also other constraints such as on-site landscaping, stormwater management, and screening requirements to ensure front yards aren't turned into parking lots. A current example would be meeting the Town's requirements to handle stormwater on-site, which is typically achieved through the provision of soft landscaping combined with infiltration features like dry wells. The locations of this infrastructure are almost always in front and rear yards, where surface parking would be most logical.

4. Parking Hard Costs

The cost of providing a parking stall is not insignificant with current estimates landing around \$70,000 per stall for underground parking and \$8,000 for surface parking. At the Aster, the 45 stalls in the underground parking lot required design, earthworks, slab on grade, structural concrete, mechanical, and a proportionate share of other fees which amounted to \$69,000 per stall, or \$94,000 per home. At Ti'nu the provision of a heated, underground parkade also added significant capital costs and likely accounts for approximately 80% of common space electrical and gas bills, which are then passed on to tenants.

Numerous other projects (The Aster; 420 Cougar Street; 403 Wolf Street; 542 Banff Avenue) have proceeded with underground, on-site parking, but resulted in increased costs that are passed on to tenants, increased timelines which in turn displace future tenants, and increased risk of financial default of the development.

5. Land Assembly

Because single lots are difficult to fit parking on, redevelopment is better delivered through the assembly of multiple lots. The ability to purchase, hold, and accrue additional property in Banff is limited to larger, capital-enabled developers and typically extends the time horizons and up-front costs as the land assembly process takes place.

6. Working Around Existing Buildings

For renovations, additions, and alterations to existing buildings, fitting additional parking is challenging or impossible. This is due to working around existing structures, existing access points, and other constraints. This primarily affects individual homeowners who are looking to add housing in an incremental fashion, which cumulatively provides significant housing stock in our community. For example, administration conducted a high-level analysis of all properties in Middle Springs 1 and 2 and estimate that out of 196 properties that would be allowed to apply for an Accessory Dwelling, around 74% (145 of 196) would be unlikely to add the additional parking stall required given the constraints of the current site layout, and would therefore be unsuccessful in obtaining approval for a suite. This either leads to Accessory Dwellings being built without permits (and therefore parking) or not being built at all.

Administration has also received a number of development inquiries for adding additional units to existing apartment buildings, however these do not progress to an application as it is not possible to add the additional required parking stalls on-site. For example, almost all development built between 1966 and 1990 (when parking requirements were generally 1 stall per unit) are now non-compliant (“under-parked”) with the Land Use Bylaw and therefore unable to accommodate additional development.

7. Replacing existing housing

There are number of homes in Banff that do not comply with the current parking requirements. Sometimes these are heritage buildings or buildings constructed prior to parking requirements (pre-1966) or when they were developed the parking requirements were less than currently (1966-1990) and in other situations where the reasons for no on-site parking are unknown. These existing homes which are “under-parked” (e.g. they don’t comply with today’s Land Use Bylaw) could not be rebuilt to the same level of housing should an unforeseen calamity (e.g. structure fire) occurred. In real terms, this means that several buildings in Banff couldn’t replace what exists right now. This could be a devastating blow in the aftermath of (for example) a natural disaster that affected multiple homes.

8. Designing housing based on parking rather than community need

A common phenomenon which is a result of required parking minimums based on housing type and dependent on the number of bedrooms, is that developers pursue unit types that maximize bedrooms and minimize stalls as a way to attain financial viability. For example, an apartment building that contains 6, four-bedroom units (for a total of 24 bedrooms) would require 12 parking stalls, whereas an apartment building containing 24, one-bedroom units would require 24 parking stalls.

3. What are our options?

There exists a wide range of policy options for Council to pursue with respect to Required Parking. Each option likely comes with both opportunities and challenges, with the primary focus being how to increase housing opportunities within our fixed land base.

3.a Decouple Parking from Housing



Administration’s recommendation is to decouple parking from housing, an approach which would let the provider of housing determine the appropriate level of parking for each residential development. Allowing the provider of the housing unit to determine the parking needs will reduce the cost of providing housing and enable developments to take advantage of the town’s multiple opportunities for sustainable modes of transportation. As the provider of the housing knows the market they are looking to attract and its associated parking needs, removing required parking from the Land Use Bylaw provides the best opportunity to align parking supply with demand.

Understanding that mitigating potential impacts are a concern of any policy maker, administration has assembled a list of anticipated questions and responses to help address this.

Q: If we remove parking minimums (e.g. “Decouple”), won’t developers simply stop building parking?

A: Administration’s opinion is that there will be no single response to decoupling, but rather a range of responses which include:

1. *No on-site parking will be provided*

Developers who are confident that future tenants will not have a need or a desire for on-site parking will elect not to build on-site parking. This scenario seems most likely for developers of staff accommodations where residents live in Banff for a short period of time (e.g. ski season) and have entry-level positions within the hospitality industry. Administration is of the opinion that these are the types of residents least likely to engage in vehicle ownership (low income; low longevity). Another likely example would be Accessory Dwellings (e.g. basement suites) where the provision of on-site parking is geometrically impossible.

2. *On-site parking provided but at a rate less than the current Bylaw*

This scenario would see developers anticipating some level of parking demand from future owners or tenants and responding with a relative number of parking stalls. One of the “tipping points” in this scenario might be the point at which an underground parkade is needed, which requires a high level of investment, and consumes a significant amount of site area. It is likely in this scenario that developers will maximize at-grade parking as the first step, or may build smaller and more cost-efficient parkades where, for example, parkade walls line up with building walls and excavations further away from property lines may not need shoring support.

3. *The same amount of on-site parking provided as the current Bylaw*

This scenario seems most likely where allowable land use bylaw densities are low and site areas are large. Examples would be sites on the south side of the Bow River (e.g. Spray Avenue; Glen Avenue) where ample room for on-site parking exists, even with the development potential on the site at its maximum.

4. *More on-site parking is provided than the current Bylaw*

This scenario occurs right now, where developers are electing to exceed the Land Use Bylaw requirements on Required Parking. Several examples of this exist for recent developments along Kootenay Avenue / Kootenay Ridge. This is an excellent example of the market predicting parking demand and responding to that demand as opposed to responding to a municipal bylaw.

Q: If there is development that doesn’t meet the parking needs of the people that live on site and everyone parks on the street, won’t we run out of on-street parking stalls?

A: Administration’s opinion is that this scenario is highly dependant on specific situations, however it would be unlikely for the following reasons:

1. *There currently exists a surplus of on-street parking stalls*

Peak occupancy measurements carried out at peak day times on August weekends are shown in the table below.

Peak RPP Occupancy	Capacity 2022	Occupancy 2022	Peak Occupancy %			Vacant stalls at Peak		
			2019	2021	2022	2019	2021	2022
100 MUSKRAT	56	41	91%	86%	73%	5	8	15
100 OTTER	56	36	88%	54%	64%	7	26	20
200 MOOSE ST	16	5	69%	25%	31%	5	12	11
200 MUSKRAT ST	46	38	91%	63%	83%	4	17	8
200 OTTER ST	30	30	100%	97%	100%	0	1	0
300 BANFF AVE	13	7	80%	10%	54%	3	12	6
300 BEAVER ST	47	29	81%	74%	62%	9	12	18
300 MARTEN ST	62	36	82%	44%	58%	11	35	26
300 MOOSE ST	12	9	100%	100%	75%	0	0	3
300 MUSKRAT ST	31	13	81%	39%	42%	6	19	18
300 OTTER ST	13	11	62%	77%	85%	5	3	2
300 SQUIRREL ST - B	39	36	100%	56%	92%	0	17	3
400 BEAVER ST	58	24	93%	52%	41%	4	28	34
400 BUFFALO ST	7	6	100%	100%	86%	0	0	1
400 CARIBOU ST	20	11	100%	90%	55%	0	2	9
400 MOOSE ST	8	4	100%	100%	50%	0	0	4
400 WOLF ST	17	15	100%	76%	88%	0	4	2
500 BUFFALO ST	9	6	100%	56%	67%	0	4	3
500 CARIBOU ST	10	8	100%	70%	80%	0	3	2
500 MOOSE ST	16	8	75%	63%	50%	4	6	8
500 WOLF ST	13	6	100%	85%	46%	0	2	7
Total	579	379				62	211	200
Average Peak RPP % occupancy			90%	67%	66%			
Streets with >90% occupancy			13	4	2			

Table 1: Peak On-Street Parking Occupancy within the RPP area

Key observations for the streets in the RPP area include:

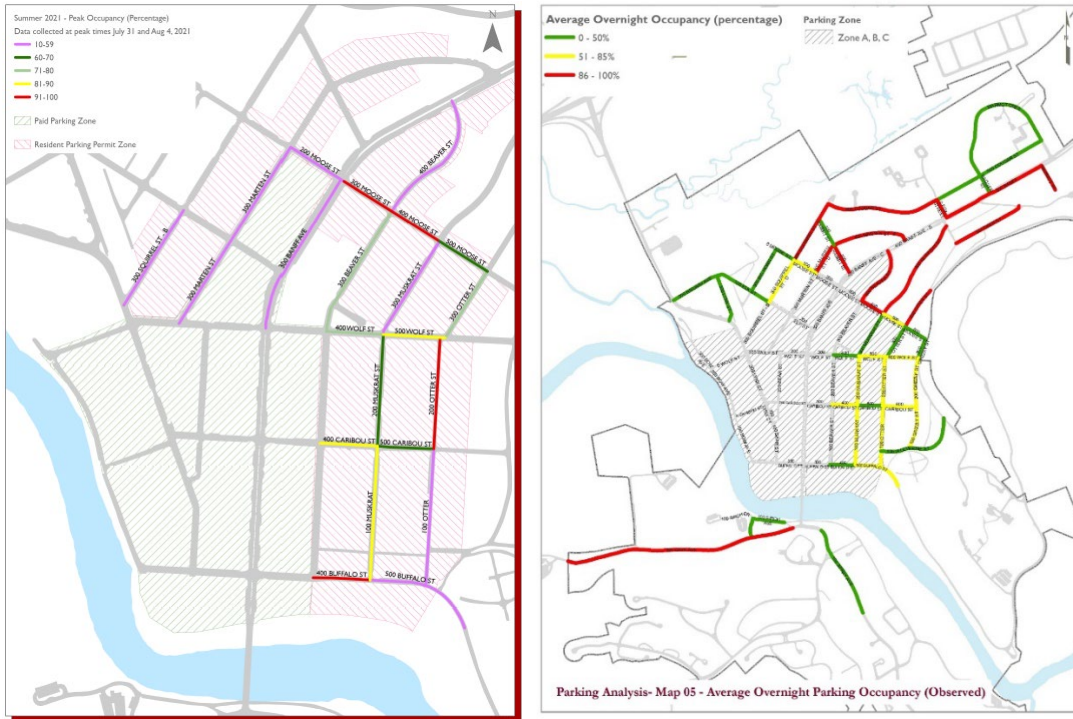
- Pre RPP in 2019 vs post RPP in 2022:
 - Peak occupancy to reduced from 90% to 66%
 - The number of block faces with greater than 90% occupancy reduced from 13 to 4
 - The number of vacant stalls at peak increased from 62 to 200 - of a total of 579 public stalls provided in the RPP zone.

A Council presentation from 2021 with data that helped inform the parameters of the VPP and RPP system is attached to this report as Appendix B. Key findings from that data include:

- Map 4 – This map depicts vehicle ownership and private parking stalls provided:
 - A majority of streets have sufficient number of private parking stalls to accommodate the vehicles owned on those streets.
 - Streets in green have greater than 50% remaining capacity for more vehicles.
 - A minority of streets (Banff Ave, the 400 blocks of Otter, Muskrat and Marten) do not have sufficient parking for the vehicles owned - and so residential spill over of unaccommodated vehicles will cause on-street occupancy to exceed 86%.
 - Expanding the RPP system to these street would be unlikely to have a significant effect on public stall occupancy levels.

The RPP system is based on the principles of protecting on-street parking supply for residents, and it is administration's opinion that any surplus created by RPP could reasonably accommodate the vehicles of existing and future residents who may not have on-site parking.

Figure 1: Peak On-Street Parking Occupancy within the RPP area



2. Multiple policy tools exist for future Councils to address on-street supply

Short-term options available to Council to increased on-street supply would include:

- Increased enforcement in RPP zones to dissuade unauthorized visitor parking;
- Potential changes to the RPP system (e.g. spatial scope; applicability; access);
- Removing or reducing travel lanes to enable on-street parking. This would make driving on some streets more challenging but could increase on-street supply. The most appropriate pathway to revisiting this would be through the Town's Streetscape Design Guidelines; and,

Example: Two lanes of on-street parking and one bi-directional travel lane (Vancouver)

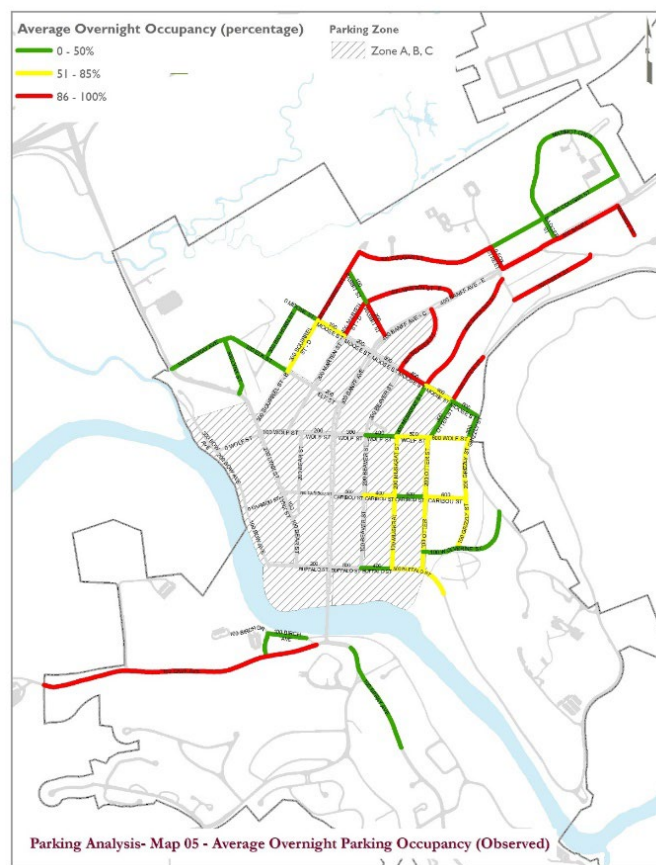


- Limiting on-street, overnight parking. This would be another tool to induce vehicles to park on-site.

Another tool available could be increasing on-street parking through reconstruction of roadways as part of a capital program. Should the on-street supply of parking become a concern well into the future, there are multiple policy tools available to address this such as revisiting the RPP system.

Q: Our street is full already. Where should we park?

A: Administration's measurements are that multiple streets do have on-street overnight vehicle occupancy in the 86% - 100% range as per the map below.



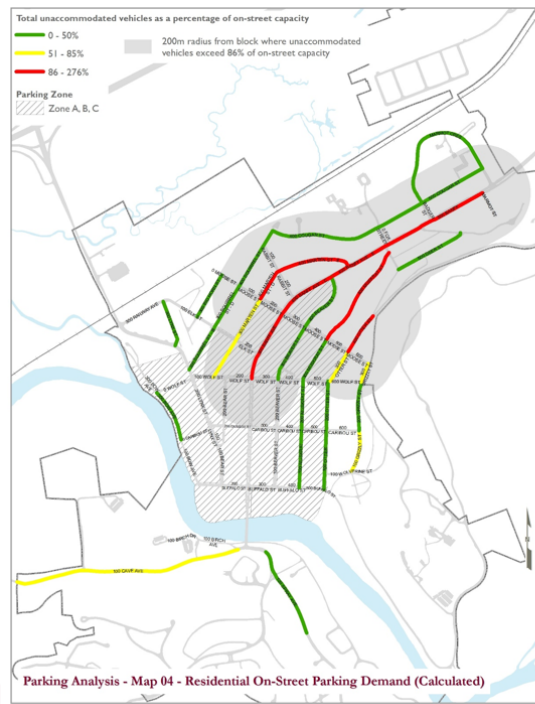
In these scenarios, parking additional vehicles on the street is currently problematic or impossible. Fortunately there are many options that exist in response to these situations:

1. *Park on-site*

Administration is of the opinion that this is an opportunity that is currently going unrealized. In surveys of private parkades and their utilization, administration is able to provide evidence of underutilization of on-site parking. Examples are as follows:

Montane Apartments (Birchwood) 344 Banff Avenue		Observed daytime occupancy: 31% 	Observed overnight occupancy: 58% 
Bison Courtyard 211 Bear Street		Observed daytime occupancy: 51% 	Observed overnight occupancy: N/A 
510 Banff Avenue		Observed daytime occupancy: N/A 	Observed overnight occupancy: 38% 
404 Beaver Street		Observed daytime occupancy: N/A 	Observed overnight occupancy: 65% 
226 Bear Street		Observed daytime occupancy: 53% 	Observed overnight occupancy: N/A 

The following data was presented to Council in 2019 as part of the Comprehensive Parking Management Plan, and provides data illustrating that on most residential streets north of the Bow River, there is sufficient on-site parking to host vehicles which are currently parked on the street.

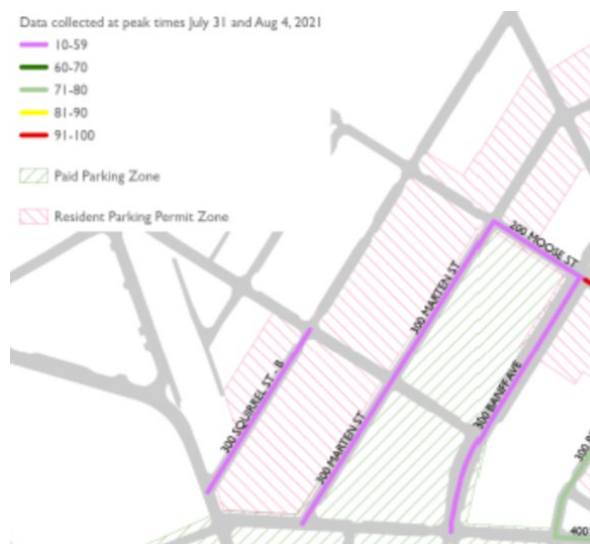


Map 4 Residential on-street parking demand (calculated)

- Municipal census data on vehicle ownership
- On-street count of parking spaces
- Green streets have enough driveway/garage/parkade spaces to accommodate all their vehicles
- Red streets do not have enough private parking and “spillover” to occupy greater than 86% of the on-street parking
- East-West streets have only a few addresses and are not included in the data set – spillover likely occurs to these streets

2. Park on-street nearby

From observations of on-street overnight occupancy, it is evident that there is significant on-street supply in close proximity to the most heavily parked streets. For example, multiple block faces west of Banff Avenue had recorded occupancies of less than 60% during the 2021 measuring period (July 31 – August 14). These streets could accommodate resident parking demand from nearby, fully occupied streets.



Q: Visitors from nearby hotels park on our residential street, taking away residential parking capacity. Can you expand the residential permit parking area to provide more resident only parking?

A: Amending the existing RPP zone is an option, however the current RPP zones were designed to address a single objective: overspill from the VPP (Visitor Paid Parking) areas. With respect to visitor overspill, administration does not have definitive data on the current amount of overspill and therefore the potential on-street stalls from expanding the RPP zone is unknown. However, there are observed areas where overspill is known to occur, such as Cougar Street and other streets in close proximity to hotels along Banff Avenue.

Another factor is that on some streets that exhibit high occupancy (e.g. 400 Muskrat), the current parking demand is coming primarily from residents. Extending the RPP zone to cover this area would have little to no effect, with the only potential gain of on-street parking arising from any visitor vehicles that may be currently parked.

Q: Can we prohibit housing projects that don't provide any parking from parking on the street?

A: An option available is to provide multiple tiers of access to on-street parking. This is easiest to apply within the RPP zone where on-street parking is subject to registration with the municipality. How this would work is that tenants of buildings constructed with no parking or reduced parking would not be afforded access to the RPP system. Expanding the RPP areas to enable this to occur could create unintended consequences, given that RPP was designed to manage conflict between visitor and resident parking, and not to create a tiered structure for residents where some residents have access to park on the public street but others do not.

Q: Can we decouple parking as a pilot project?

A: Land Use Bylaw amendments could be made as part of a pilot project, with options for Council including a “sunset date” whereby amendments would cease to be in effect after a certain date (e.g. Jan 1, 2027), or Council could make a motion directing administration to return on a specific date to reconsider bylaw amendments which have been passed. Another approach could be specifying “trigger points” where a real-world condition (e.g. “On-street occupancy exceeds XX%”) would require revisiting how public parking on that street is administered.

Q: Do we currently have any examples of residential buildings without any parking on site?

A: Yes, many. Sometimes these are heritage buildings or buildings constructed prior to the arrival of the car or parking requirements (pre-1966), and other times the reasons for no on-site parking are unknown. Examples include:

526 Deer Street



512 Banff Avenue



206 Beaver Street



In addition, the CD: Downtown District requires that for 90% of required parking, that cash-in-lieu must be paid rather than stalls constructed on site. Therefore, the majority of homes in the Downtown District don't have on site parking.

Finally, most unauthorized dwelling units in Banff provide no on-site parking. As mentioned, owners of vehicles within these units rely on public on-street parking if they own a vehicle.

Q: There is growing advocacy for less car usage / ownership but people still need to use personal vehicles. What has been done, or can be done, to reduce vehicle dependency if we're not requiring on-site parking?

A: Numerous initiatives aimed at reducing vehicle dependency have been introduced in the last 5 years including expanded local and regional transit service levels, free local transit for residents, reduced-rate regional transit fares for Banff Access Program members, weekend On-It transit to Calgary, increased pedestrian and cycling infrastructure including a new pedestrian bridge, and trail lighting. In addition, winter ski bus service is provided at no cost within the Town which has allowed for ski hill users to access all local ski hills without a car. Additionally, administration is exploring establishing a car-share program and has recently partnered with the Town of Canmore on gauging interest in such a service, and a Council priority is to advocate for mass transit connecting Calgary to Banff which would decrease the need for vehicle ownership amongst Banff residents. An associated service level request is expected to come to Council in Q4.

Q: Doesn't the decoupling of parking requirements only benefit developers of apartment buildings?

A: No. Decoupling has advantages for every scale of development, and these benefits extend to both the developer and tenant. An example of a benefit to a smaller developer would be a homeowner constructing a basement suite who simply doesn't have space on their property to fit an additional stall, or an elderly individual or couple looking to add a living unit for a younger caregiver / child to move back home. For example, this would remove the barrier for approximately 145 property owners in Middle Springs to add Accessory Dwellings as they are currently limited by the existing layout of their sites. Tenants gain an advantage by potentially not having to absorb the capital costs associated with constructing parking, and by increased housing supply across the community which should reduce rental rates. Additionally, developers may build housing based on tenant needs, and not based on parking requirements, which would result in a wider, more flexible range of units being constructed.

Q: My neighbour has vehicle parking on their property, but they still park on the street. How can we encourage the use of existing on-site parking in an effort to maximise on street parking?

A: Although the Land Use Bylaw currently requires that off-street parking is provided, there is no requirement that people park their cars in these stalls. The result of this *laissez-faire* approach to parking management is that some residents will choose to park on-site for various reasons (e.g. a heated garage; proximity to vehicle; ease of loading / unloading a vehicle) while others will choose to park on the street for reasons of convenience (e.g. easier parking than using a tight driveway or garage), or because on-site parking spots are used for non-parking uses (e.g. storing sports equipment; illegal conversion to living space). This approach is further reinforced by the existing RPP (Resident Parking Permit) system which provides an unlimited number of resident vehicles per unit to park on the street, placing a higher demand on the on-street environment while at the same time displacing visitors to other spaces where they are permitted (such as the Train Station intercept lot). It is administration's opinion that requiring developments to construct parking, and then inviting vehicles associated with that development not to park in those spaces is a policy oxymoron that needs to be addressed.

One option to encourage on-site parking could be to time limit parking in the RPP zone for those properties that have on-site parking. A real-world example of this would be the City of Toronto's ban on overnight parking on public streets, or the City of Waterloo which only allows residents 15 nights per year of overnight parking on public streets. Exemptions could be provided for resident vehicles that were constructed with no on-site parking. Administration also anticipates that if parking on the street was more challenging, individuals may look for ways to better utilise their on-site parking.

Q: Have other municipalities decoupled parking requirements from housing? Was there a parking crisis?

A: Multiple other communities have gone down the path of decoupling parking requirements from new housing, in both cases as a tactic to incent new development. In Alberta, Edmonton and High River are notable examples with the latter implementing parking maximums (e.g. restricting the development of parking that can be built on a site), a step beyond decoupling. In Edmonton, the experience since decoupling has been that on-site parking is still being provided for market housing and the flexibility that decoupling provides has helped affordable housing projects come to fruition. In Toronto, the initial response to decoupled parking has been that there hasn't been a significant shift in the amount of parking being proposed. In addition, the City of Toronto has implemented associated mitigations including:

- Prohibiting overnight on-street parking in most parts of the City;
- Where overnight parking is permitted, limiting access to that parking using a permit system; and,
- Prohibiting occupants of new developments from participating in the parking permit system.

3.b Amend existing Land Use Bylaw Requirements

Since Incorporation in 1990 and the introduction of the first Land Use Bylaw that contained off-street parking requirements, changes to those requirements have been implemented in a number of ways with varying levels of impact. Amendments to the current regulations could vary greatly in both their scope and potential impact. These could range from changes to the number of required stalls if certain conditions are met, alternate ways of providing parking (eg. paying cash-in-lieu), alternate requirements for different occupants (eg. Staff accommodation for a specific business type) to changes to the dimension of stalls, or access thereto or where parking can be located on a site. Given the range of potential options, administration would require direction on the type of amendments to explore. Administration would then return with a suite of options that fall under that direction. Direction could fall in to one of the following categories:

- Set parking requirements to meet an aspirational goal;
- Employ a broad approach to decrease parking requirements across all Land Use Bylaw uses to reflect that housing type may no longer be the best indicator of vehicle ownership;
- Process Land Use Bylaw Amendment Applications from third parties or,
- Change the parking requirements to reflect the amount of parking that could be provided (once all other requirements are met).

Q: If we choose Amend Land Use Bylaw requirements instead of decouple parking from housing, is there a risk that the Land Use Bylaw amendments will take longer to process? And if so, would that result in a delay in housing being built which would reduce potential funds from the time-limited Housing Accelerator Fund?

A: Yes. Administration would require direction on an overarching principal for potential amendments before returning with a suite of options that meet that direction. The Housing Accelerator Fund (HAF) funding is time-sensitive and the longer it takes for regulatory changes to be implemented, the less likely it will be that new housing projects associated with the HAF initiative will advance. This will lead to a lessened financial opportunity (HAF funding), but more importantly to a lower rate of new housing units being created which will further exacerbate the housing challenges our community is facing.

Q: Can we ask for cash-in-lieu from developments that don't provide the required parking?

A: Yes, one policy tool available to Council is to allow or require Cash-In-Lieu for parking that is un-built. The current cash-in-lieu rate is \$21,000 however the Governance and Finance Committee has directed that administration return with a policy amendment to increase the cash-in-lieu rate to \$35,000 to be adjusted annually and to set a cash-in-lieu of parking for residential development to be one third of this (\$11,667) (FIN23-108). This could be considered independently of any changes to the number of required parking stalls as it gives an alternate option to meet a parking requirement.

3.b.i Set parking requirements to meet an aspirational goal



Municipalities often use aspirational language in their strategic and policy documents, aimed at achieving a vision and improving themselves for the future.

Aspirational language can conflict with requirements in bylaws and standards developed by municipalities, either because the bylaws and standards are based on different goals, because they are designed to be conservative to reduce risk, and/or because they were written before the plans with aspirational language were approved.

Adjusting the Land Use Bylaw requirements to meet an aspirational goal (for example: 75% of all transportation trips in Banff will be made with sustainable modes of transportation) might address this discrepancy and set the community on the course of achieving the language in strategic documents like the Banff Community Plan and the 2023-2026 Town of Banff Strategic Plan. However, this approach is challenging given that it would have to be iterative through constantly setting and revisiting rates in response to whether or not we've achieved the desired outcomes.

Opportunities:

- aligning parking requirements with aspirational goals in strategic documents means they're more likely to be realized

Challenges:

- may be too blunt to recognize the nuances of individual situations;
- even with parking established to meet an aspirational goal it may still impact the ability to provide enough housing nonetheless (unless the goal is to provide as much housing as possible, in which case the decision should be to decouple parking and housing)
- Commonly strategic goals are implemented through key milestones to reach a target. This would not lend itself to parking requirements as, for example, delayed implementation of reductions would result in homes not being constructed in the short term.

Q: What would some examples be of amendments that would be based on an aspirational goal?

A: Environmental Goals: Parking reductions could be given for housing that meets a specific environmental target (eg. Similar to Town of Banff's Municipal Sustainable Building Policy).

Transportation Goals: Parking reductions could be given for all housing that is within a certain distance from transit and/or where bike parking is provided.

3.b.ii Employ a broad-brush approach to parking reductions



For this option, the adjustments to the Land Use Bylaw requirements could be made simply and at a high-level in recognition that the type of housing (eg Single Detached vs Apartment) is no longer a determining factor in the type of occupants and therefore vehicle ownership. A broad-brush approach would encourage housing provision through the reduction of requirements, however still ensure that some parking is provided. An example of this could be reducing the parking requirement from existing by 1 stall per dwelling unit for all housing types, reducing all parking requirements by 50%, or, changing the Land Use Bylaw to require one parking stall per every three bedrooms in the development, regardless of the use.

Currently parking reductions in the Land Use Bylaw only apply to Apartment Housing of 6 units or more, and it is administration's opinion that these benefits could be extended to all residential property types given that the qualifying criteria for reductions (e.g. proximity to the downtown core, bike parking on site, proximity to transit, smaller units and availability of a car-share program) would apply to all occupants, no matter of the housing type.

Opportunities:

- would require less time and resources to implement, reducing the risk of delaying the goal of getting new housing units built and addressing the current crisis
- allows for simpler calculation which aids those designing housing.

Challenges:

- even with parking reduced by a broad-brush amount, it may still impact the ability to provide enough housing nonetheless as it does currently
- may be too blunt to recognize the nuances of individual situations;

3.b.iii Process Land Use Bylaw Amendment Applications from third parties



Previous Land Use Bylaw amendments for parking have been based on data of vehicle ownership for specific housing types. Typically, the census data has been used to compare parking requirements with vehicle ownership for specific housing types. The last municipal census was 2017 with the next municipal census scheduled for summer 2024. In addition to housing type, other factors may impact parking needs of various developments

An example of where this has recently been proposed is with 23RZ01, a Land Use Bylaw amendment to section 8.16.1(c) initiated by the private sector and considered by Council on May 23, 2023, which proposes to amend the required parking for Apartment Housing. The applicant indicated that they have seen that the parking demand in the Apartment Housing linked to their Hotel staff is between 1 vehicle per 20 bedrooms to 1 vehicle per 13 bedrooms (less than 0.1 stalls per bedroom), which differs from the requirement in the Land Use Bylaw. The rezoning application is that the Land Use Bylaw is amended to better reflect their experience.

Council reviewed the proposal and directed administration to consider various amendments to the Land Use Bylaw, some of which were specifically identified during the meeting, including:

- Increase the off-street parking reductions when secure bike parking stalls are provided on a scalable per bedroom basis;
- Expand the car share reduction to also include a reduction to include other forms of alternate transportation mode share (for example, e-bike share);
- Include wording that allows non-profit housing to be eligible for off-street parking reductions; and,
- Allow parking cash-in-lieu in apartment housing and purpose-built employer owned and managed housing.

In addition to 23RZ01, a separate application to amend the Land Use Bylaw was submitted by a different party, 23RZ02, which will be reviewed by Council at the September 25, 2023, Council meeting. This application proposes to remove all residential parking requirements or to allow increased parking reductions for apartment rental housing.

Opportunities:

- parking requirements could be adjusted to meet the latest observations on demand
- alternate indicators to housing type could be used to determine alternate relationships to vehicle ownership

Challenges:

- parking requirements have previously been adjusted with this in mind and parking is still impacting the ability to provide housing
- demand is a ‘point in time’ when collecting data and measuring. Some factors are outside of administration’s ability to monitor, and is difficult to predict accurately
- collecting any additional data would require time and resources that may significantly delay the goal of getting new housing units built and addressing the current crisis

Q: Could we determine the amount of required parking based on the type of unit, or the anticipated resident? Is a case-by-case basis possible?

A: One option could be to assess the parking needs of different residential developments on a case-by-case (e.g. “discretionary”) basis. This could allow for decision makers to assess the specificity of each development and respond appropriately. This approach would also lead to increased uncertainty for developers and the community, or could result in inconsistency that would be challenging to interpret and understand. This would also address the development as proposed and would not take into account future use or occupants of the property.

3.b.iv Use site-determined parking requirements



Another option to set the parking requirements for a site based on the physical constraints of the site (ie. provide as much parking as possible), on a site-by-site basis, and use that as the parking requirement. As an example, if an applicant is pursuing Apartment Housing with an underground parkade, the amount of parking that could reasonably be accommodated within that underground parkade, as agreed to by the Development Approving Authority, could be set as the required amount. This could be something like one floor of parking underground, so that the housing builder does not have to incur the cost of building more than one floor. For a site using at-grade parking, it could be the amount of the site that is left over and could accommodate a parking stall, once all other requirements of the Land Use Bylaw have been met (for example: the front, side and back yard setbacks; the permitted driveway width; the site coverage; the landscaping requirements; the floor area ratio; etc).

Opportunities:

- would allow for the requirements to match what is reasonable for the site, accommodating for the nuance of individual situations
- would not require up front work at a policy level so could be implemented quickly

Challenges:

- left up to the discretion of the Development Approving Authority, parking requirements may appear to be unfair or inconsistent across sites

3.c Continue with the current approach



As it has been established there is a housing availability and affordability crisis and parking is a limiting factor for the development of new housing. As such, the majority of other initiatives intended to incent housing development would have no, or minimal, impact.

While more recent amendments to the Land Use Bylaw have been shown to stimulate housing development, more specifically, the development of rental Apartment Housing, there has been a plateau in applications, and a number of developments that have been approved, but are not proceeding. Administration understands that this is due to the rising costs of development, rising costs of borrowing and limited availability of larger sites or land assembly that make development economically viable for the private sector.

Should the Governance and Finance Committee recommend continuing with the current approach, Council will still be required to provide direction and decide on the applications to amend the Land Use Bylaw (23RZ01 and 23RZ02).

Q: Won't changes to building height and/or maximum floor area ratios have a significant impact on creating new housing?

A: As discussed earlier in this report, due to the physical constraints of sites, additional building height or floor area would likely not create additional housing as parking would limit development. As such, the result would be larger units with larger bedrooms, which may encourage higher density within a unit.

Some concerns that have been raised with respect to decoupling parking from housing include:

- Housing providers could mis-estimate parking demand and provide less parking for developments than they should.
- Housing providers could ignore the demand for parking and intentionally provide no parking, so that more housing can be produced at a lower cost.

The risk of parking spillover from properties where the amount of parking provided does not meet the demand is borne by streets in surrounding neighbourhoods. In both situations above, demand for on-street parking would increase. Options to mitigate the impact of this include:

- Acknowledge that there is a current inventory of vacant stalls in the Resident Parking Permit zone that may need to shift to higher level of occupancy.
- Recognize that the distance between a parking user's residence and the location of where they are able to park on street may increase
- Increase investment in sustainable modes of transportation, to reduce dependency on vehicles and parking stalls in general
- Introduce measures to limit access to the Residential Parking Permit program (for example: limit the number of permits per residence or introduce a cost to obtaining a residential parking permit)
- Expand the Residential Parking Permit zone, to increase residential parking supply on-street
- Study supply and demand and implement new municipal infrastructure to increase the amount of parking if the supply is far too low (for example: dedicate municipal parking lots as being for residential use only)
- Car share to reduce reliance on vehicle ownership.

Q: Can properties within town that have underutilized parking stalls rent out the stalls to residents (who need parking and it is not supplied within their building)?

A: Yes, the Land Use Bylaw requires that on-site parking be used for the parking of vehicles, and does allow for the sharing of stalls with other residential properties.

Q: How will people complete trips that require a vehicle if they aren't able to have a car due to parking regulations (example: travel to remote trailhead for hiking, travel to visit friends/family who live far away)?

A: As discussed above, there are a growing number of transportation options available for residents including regional transit (including summer transport to trailheads), pedestrian and cycling infrastructure, etc... In addition, there are number of 3rd party transportation services that are supplementing public infrastructure including private car sharing apps (e.g. pop-a-ride), private-transit (e.g. summer ski hill shuttles), and other emergent technologies.

Q: What makes us think there are people that are willing to live life without a personal vehicle?

A: Banff has an incredibly diverse community, including a large cohort of residents who are only here for a short period of time. From discussions with those involved in the tourism industry, it is known that an increasing number of short-term residents are reacting to investments in public transport, etc... and electing not to purchase a car during their time in Banff. Many trips throughout Banff and the Bow Valley are possible without a personal vehicle and a growing number of people are preferring to travel using sustainable modes of transportation.

Q: What if people simply refuse to give up vehicle ownership and won't use other transportation modes? Why try to force people to give up their vehicles?

A: It is anticipated that many residents will still own vehicles. Decoupling required parking from housing merely allows the housing provider to determine the appropriate amount of parking provided on-site and if needed, price those parking stalls appropriately. Decoupling parking from housing acknowledges that not all residents own vehicles and that attempts to regulate parking through the Land Use Bylaw are preventing new housing from being constructed. Continued investment in other transportation modes (e.g. public transportation, walking, and cycling), will increase their use and effectiveness.

Q: Parking lots for visitors are full and now visitors are parking on residential streets. Are we looking at expanding parking for visitors?

A: Yes, constantly. In the past decade significant investments in increasing parking supply outside of the downtown have been made by the private sector (e.g. Liricon Capital at the train station) and by the Town (e.g. Bow Avenue; Fenlands recreation centre).

Looking forward, the Town will be considering an Area Redevelopment Plan (ARP) for the train station lands which includes an increase to the amount of intercept parking provided. In addition, the town continues to advocate for additional public intercept parking along the Banff Avenue entrance corridor as a way to disperse the parking inventory and reduce the traffic pressure on Mount Norquay Road.

Parks Canada established an expert advisory panel and sought their advice to inform the development of a comprehensive people movement plan for Banff National Park. The expert panels report can be found online and Parks Canada is currently working on a “What we Heard” report. (<https://parks.canada.ca/pn-np/ab/banff/info/gestion-management/involved/transport-movement/groupe-consultatif-advisory-panel>)

RESPONSE OPTIONS

This report is intended to summarize the history of off-street parking requirements in Banff and the current requirements, the impact of the requirements and how they restrict the development of housing and options for amendments to incent and maximise the development of new housing.

There are three broad options for the Governance and Finance Committee to consider with respect to providing guidance:

1. Decouple required parking from housing;
2. Amend existing Land Use Bylaw Requirements; or,
3. Continue with current approach.

Should the Governance and Finance Committee wish to pursue Option 1 (Decoupling), an appropriate motion would be:

Direct administration to return with amendments to the Land Use Bylaw to remove Required Parking for residential developments.

Should the Governance and Finance Committee wish to pursue Option 2 (Amend existing Land Use Bylaw Requirements), an appropriate motion would be:

Direct administration to return with amendments to the Land Use Bylaw to:

- *(Example) Set parking requirements to meet an aspirational goal;*
- *(Example) Employ a broad approach to decrease parking requirements across all Land Use Bylaw uses to reflect that housing type may no longer be the best indicator of vehicle ownership;*
- *(Example) Process Land Use Bylaw Amendment Applications from third parties;*
- *(Example) Change the parking requirements to reflect the amount of parking that could be provided (once all other requirements are met).*

Should the Governance and Finance Committee wish to pursue Option 3 (Continue with the current approach), an appropriate motion would be to receive this report for the corporate record. Additionally, Council would be required to process proposed rezoning applications which have been received.

In addition to the above options, this report offers consideration for other municipal policy tools that might relate to the issue of required parking in association with housing. Should the Governance and Finance Committee wish to pursue changes to these related issues, sample motions might be:

- *(Example) Direct administration to return at Service Review with a proposal for a proactive enforcement program addressing the unauthorized conversion of existing Required Parking to other uses;*
- *(Example) Direct administration to return with amendments to the Residential Parking Permit system to revise the maximum number of permits per dwelling from unlimited to X; or,*

- *(Example) Direct administration to return at Service Review with a proposal for a municipal car-share program.*

Given the complex and seemingly limitless options available with respect to amendments, it is difficult to draft every potential amendment, the above examples are intended as a starting point for the Governance and Finance Committee to provide direction to administration.

OTHER INFORMATION

Budget

In order to receive the funds as they relate to the CMHC Housing Accelerator Fund, the Town must provide evidence of completing milestones that relate to the 5 key initiatives that were included in the submitted Housing Action Plan. Drafting of Land Use Bylaw amendments as they relate to parking would meet one of the noted milestones. In addition to meeting milestones related to the initiatives, funding is also directly related to the number of new dwellings that have been approved because of changes within a 3-year period.

There are no budget implications for returning with amendments to the Land Use Bylaw, however, should additional budget be required to progress future direction, this will be highlighted in future reports.

Internal Resources

Land Use Bylaw amendments are administered through Planning and Environment. Given the scope and implications of this topic, there is input from all departments.

Communication

Any Land Use Bylaw amendments require a public hearing which is advertised in the Rocky Mountain Outlook as well as through www.banff.ca and social media.

Banff Community Plan

Housing Goals

- To supply a mix of affordable housing options to ensure those working in Banff live in Banff.

Housing Objectives

- Monitor and adjust the densities in residential areas to provide for a sufficient number of dwellings to satisfy the community need.
- Review guidelines for infill housing in high density residential neighborhoods.

Council Strategic Priorities

Better Banff For Residents

- Create the conditions that will provide a mix of affordable housing options to ensure those working in Banff can live in Banff.

Banff National Park of Canada Management Plan 2022

Key Strategy 9: Park Communities

Housing for eligible residents is a challenge in both communities. While it is not anticipated that all of the housing requirements will be addressed within the two communities, providing affordable housing for eligible residents—supported by sustainable land use and transportation planning—will continue to be a priority.

7.1 Town of Banff

Over the next decade, areas of attention for the Town of Banff include:

- *reducing traffic congestion;*
- *promoting active transportation;*
- *achieving housing for eligible residents whose needs are not currently being met through the market;*

ATTACHMENTS

- Appendix “A” – Related Council and Governance and Finance Committee Motions
- Appendix “B” – Comprehensive Parking Management Plan slides (2019)

Circulation date: September 13, 2023

Submitted By: On Original
Dave Michaels, Manager of Planning
Services

Reviewed By: On Original
Kelly Gibson, Town Manager

Appendix “A”

Related Council and Governance and Finance Committee Motions

Summary Table

COU23-149 - That with respect to Item 7.2, Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following Motion Arising be adopted: That Council direct Administration to return to Council during the 2024 Service Review process with a Service Level Request to research changes to parking requirements for all residential land uses.
COU23-150 - That with respect to Item 7.2, Request for Decision: Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following be adopted: That Council direct Administration to draft a proposed Bylaw to amend Section 8.16 of the Land Use Bylaw, based on amended Attachment 1, Text for Discussion, that would also include guidelines and definitions on what constitutes a secure hiking stall as well as employer owned and managed housing.
COU23-151 That with respect to Item 7.2, Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following Motion Arising be adopted: That Council direct Administration to return to Council during the 2024 Service Review process with a report on the feasibility of a car-share program
COU23-152 That with respect to Item 7.2, Request for Decision: Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following be adopted: That Council direct Administration to draft a proposed Bylaw to amend Section 8.16 of the Land Use Bylaw that would include the wording as set out in Section 2.1.2 of amended Attachment 1, Text for Discussion.
COU23-153 That with respect to Item 7.2, Request for Decision: Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following be adopted: That Council direct Administration to draft a proposed Bylaw to amend Section 8.16af the Land Use Bylaw, based on amended Attachment 1, Text for Discussion, that would also include wording that addresses non-profit housing being eligible for the same considerations for parking reductions.
COU23-154 - That with respect to Item 7.2, Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following Motion Arising be adopted: That Council direct Administration to return to a future meeting of Council with mechanisms to negate proximal parking impacts from reduced parking requirements.
COU23-155 - That with respect to Item 7.2, Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following Motion Arising be adopted: That Council direct Administration to return to a future meeting of Council with a report exploring the benefit of allowing parking cash-in-Ueu in apartment housing and purpose-built employer owned and managed housing
FIN23-111 - That with respect to Item 6.2, Request for Direction: Required Parking and Parking Cash-In-Lieu Policy C 17, the following be approved, after amendment: That the Governance and Finance Committee direct Administration to return to a future Meeting of Council, no later than 2023 Q3, with a report addressing the possibilities of exploring: Existing parking ratios; and • Required Parking and the connection to new housing.
FIN23-107 - That with respect to Item 6.2, Request for Direction: Required Parking and Parking Cash-In-Lieu Policy C 17, the following be approved: That Governance and Finance Committee direct Administration to return to a future meeting of the Governance and Finance Committee with wording for potential amendments to both the Parking Cash in Lieu Policy and the Land Use Bylaw to indicate that Cash in Lieu for parking will be applicable in all Land Use Districts.
FIN23-108 - That with respect to Item 6.2, Request for Direction: Required Parking and Parking Cash-In-Lieu Policy C17, the following Motion Arising be approved: That Governance and Finance Committee direct Administration to return to a future meeting of the Governance and Finance Committee with wording for a potential amendment to the Parking Cash in Lieu Policy that would set the relative rate for residential properties at one third of the Council approved rate.
FIN23-110 - That with respect to Item 6.2, Request for Direction: Required Parking and Parking Cash-In-Lieu Policy C 17, the following be approved: That the Governance and Finance Committee direct Administration to return to a future meeting of Council with a report outlining the potential positive and negative impacts of decoupling parking from housing.
COU23-144 - That Attachment 1, Text for Discission, be amended, as amended, in Section 2.0 Provisions by deleting Subsection 2.1.3 in its entirety and substituting with the following: Amending Section 8.16.1(c)(vii) by replacing the existing section as follows: Notwithstanding subsection (c)(v) of this section, under no circumstances shall the deferral of construction of or payment of cash in lieu of a pardon of required off-street parking for apartment housing result in the undeferred portion of the required parking stalls be less than 0.2 parking stalls per dwelling unit for employer owned and managed housing; or 0.6 parking stalls per bedsitting room, one (1) and two (2) bedroom dwellings; and 0.6 parking stalls per three (3) or four (4) bedroom dwellings upon issuance of the development permit.

COU23-148 - That with respect to Item 7.2, Request for Decision: Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following be adopted: That Council direct Administration to draft a proposed Bylaw to amend Section 8.16 of the Land Use Bylaw, based on amended Attachment 1, Text for Discussion, that would also include wording to: • Increase the off-street parking reductions when secure bike parking stalls are provided on a scalable per bedroom basis; and Expand the car share reduction to also include a reduction to include other forms of alternate transportation mode share (for example, e-bike share).

Specific Motions

FIN23-107 **Moved by** Mayor DiManno

That with respect to Item 6.2, Request for Direction: Required Parking and Parking Cash-In-Lieu Policy C17, the following be approved:

That Governance and Finance Committee direct Administration to return to a future meeting of the Governance and Finance Committee with wording for potential amendments to both the Parking Cash in Lieu Policy and the Land Use Bylaw to indicate that Cash in Lieu for parking will be applicable in all Land Use Districts.

For: (4): Mayor DiManno, Councillor Olver, Councillor Pelham, and Councillor Ram

MOTION CARRIED

Administration Comment: If direction is given to draft amendments to decouple housing and parking, then amendments to the policy to receive cash-in-lieu for parking in all districts would have different implications and amendments to the Land Use Bylaw would not be required. If direction is given to draft amendments to the existing Land Use Bylaw requirements then administration will include this for further consideration with the other draft amendments.

FIN23-108 **Moved by** Councillor Pelham

That with respect to Item 6.2, Request for Direction: Required Parking and Parking Cash-In-Lieu Policy C17, the following Motion Arising be approved:

That Governance and Finance Committee direct Administration to return to a future meeting of the Governance and Finance Committee with wording for a potential amendment to the Parking Cash in Lieu Policy that would set the relative rate for residential properties at one third of the Council approved rate.

For: (4): Mayor DiManno, Councillor Olver, Councillor Pelham, and Councillor Ram

MOTION CARRIED

Administration Comment: If direction is given to draft amendments to decouple housing and parking, then a differential rate for residential properties would not be applicable. This is discussed in this report as it relates to amending the existing requirements (see page 18 of the report)

FIN23-110 **Moved by Mayor DiManno**

That with respect to Item 6.2, Request for Direction: Required Parking and Parking Cash-In-Lieu Policy C17, the following be approved:

That the Governance and Finance Committee direct Administration to return to a future meeting of Council with a report outlining the potential positive and negative impacts of decoupling parking from housing.

For: (4): Mayor DiManno, Councillor Olver, Councillor Pelham, and Councillor Ram

MOTION CARRIED

Administration Comment: Section 3.a (starting page 8 of the report) of this report outlines the potential impacts and considerations as it relates to decoupling parking from housing.

FIN23-111 **Moved by Councillor Olver**

That with respect to Item 6.2, Request for Direction: Required Parking and Parking Cash-In-Lieu Policy C17, the following be approved, **after amendment**:

That the Governance and Finance Committee direct Administration to return to a future Meeting of **Council, no later than 2023 Q3, with a report addressing the possibilities of exploring:**

- Existing parking ratios; and
- Required Parking and the connection to new housing.

For: (4): Mayor DiManno, Councillor Olver, Councillor Pelham, and Councillor Ram

MOTION CARRIED

Administration Comment: Section 2 (starting page 3) of this report outlines the connection between required parking and its impact on new housing. This report also discusses existing parking ratios for residential development. Separate reports are scheduled for Council review address parking ratios as they relate to non-residential uses.

COU23-144 **Moved by Mayor DiManno**

That Attachment 1, Text for Discussion, be amended, **as amended**, in Section 2.0 Provisions by deleting Subsection 2.1.3 in its entirety and substituting with the following:

Amending Section 8.16.1(c)(vii) by replacing the existing section as follows:

Notwithstanding subsection (c)(v) of this section, under no circumstances shall the deferral of construction of or payment of cash in lieu of a portion of required off-street parking for apartment housing result in the undeferred portion of the required parking stalls be less than 0.2 parking stalls per **dwelling unit for employer owned and managed housing; or 0.6 parking stalls per bed sitting room**, one (1) and two (2) bedroom dwellings; and **0.6** parking stalls per three (3) or four (4) bedroom dwellings upon issuance of the development permit.

For: (7): Mayor DiManno, Councillor Canning, Councillor Christensen, Councillor Olver, Councillor Pelham, Councillor Pettigrew, and Councillor Ram

MOTION CARRIED

Administration Comment: This Council motion was in reference to an application to amend the parking reductions for apartment housing (23RZ01). This is discussed in section 3.b.iii and 3.c of this report.

COU23-148 **Moved by Mayor DiManno**

That with respect to Item 7.2, Request for Decision: Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following be adopted:

That Council direct Administration to draft a proposed Bylaw to amend Section 8.16 of the Land Use Bylaw, based on amended Attachment 1, Text for Discussion, that would also include wording to:

- Increase the off-street parking reductions when secure bike parking stalls are provided on a scalable per bedroom basis; and
- Expand the car share reduction to also include a reduction to include other forms of alternate transportation mode share (for example, e-bike share).

For: (7): Mayor DiManno, Councillor Canning, Councillor Christensen, Councillor Olver, Councillor Pelham, Councillor Pettigrew, and Councillor Ram

MOTION CARRIED

Administration Comment: This Council motion was in reference to an application to amend the parking reductions for apartment housing (23RZ01). This is discussed in section 3.b.iii and 3.c of this report.

COU23-149 **Moved by** Mayor DiManno

That with respect to Item 7.2, Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following Motion Arising be adopted:

That Council direct Administration to return to Council during the 2024 Service Review process with a Service Level Request to research changes to parking requirements for all residential land uses.

For: (7): Mayor DiManno, Councillor Canning, Councillor Christensen, Councillor Olver, Councillor Pelham, Councillor Pettigrew, and Councillor Ram

MOTION CARRIED

Administration Comment: If direction is given to draft amendments to decouple housing and parking, then research to changes for parking requirements would not be required.. If direction is given to draft amendments to the existing Land Use Bylaw requirements then administration will provide additional information as directed.

COU23-150 **Moved by** Councillor Olver

That with respect to Item 7.2, Request for Decision: Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following be adopted:

That Council direct Administration to draft a proposed Bylaw to amend Section 8.16 of the Land Use Bylaw, based on amended Attachment 1, Text for Discussion, that would also include guidelines and definitions on what constitutes a secure biking stall as well as employer owned and managed housing.

For: (7): Mayor DiManno, Councillor Canning, Councillor Christensen, Councillor Olver, Councillor Pelham, Councillor Pettigrew, and Councillor Ram

MOTION CARRIED

Administration Comment: This Council motion was in reference to an application to amend the parking reductions for apartment housing (23RZ01). This is discussed in section 3.b.iii and 3.c of this report. If direction is given to draft amendments to the existing Land Use Bylaw requirements then administration will provide additional information on this.

COU23-151 **Moved by** Councillor Olver

That with respect to Item 7.2, Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following Motion Arising be adopted:

That Council direct Administration to return to Council during the 2024 Service Review process with a report on the feasibility of a car-share program.

For: (6): Mayor DiManno, Councillor Canning, Councillor Christensen, Councillor Olver, Councillor Pelham, and Councillor Ram

Against: (1): Councillor Pettigrew

MOTION CARRIED

Administration Comment: Administration is exploring establishing a car-share program and has recently partnered with the Town of Canmore on gauging interest in such a service. An update will be provided at Service Review.

COU23-153 **Moved by** Mayor DiManno

That with respect to Item 7.2, Request for Decision: Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following be adopted:

That Council direct Administration to draft a proposed Bylaw to amend Section 8.16 of the Land Use Bylaw, based on amended Attachment 1, Text for Discussion, that would also include wording that addresses non-profit housing being eligible for the same considerations for parking reductions.

For: (7): Mayor DiManno, Councillor Canning, Councillor Christensen, Councillor Olver, Councillor Pelham, Councillor Pettigrew, and Councillor Ram

MOTION CARRIED

Administration Comment: If direction is given to draft amendments to decouple housing and parking, then no further action would be required. If direction is given to draft amendments to the existing Land Use Bylaw requirements then administration will provide additional information as directed.

COU23-154 **Moved by** Councillor Olver

That with respect to Item 7.2, Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following Motion Arising be adopted:

That Council direct Administration to return to a future meeting of Council with mechanisms to negate proximal parking impacts from reduced parking requirements.

For: (5): Councillor Canning, Councillor Christensen, Councillor Olver, Councillor Pettigrew, and Councillor Ram

Against: (2): Mayor DiManno and Councillor Pelham

MOTION CARRIED

Administration Comment: A number of mechanisms to negate proximal parking impacts from reduced, or no, parking requirements are discussed in section 3.a (starting page 8) of this report.

COU23-155 **Moved by** Councillor Olver

That with respect to Item 7.2, Land Use Bylaw Amendment to Section 8.16 (Required Parking), the following Motion Arising be adopted:

That Council direct Administration to return to a future meeting of Council with a report exploring the benefit of allowing parking cash-in-lieu in apartment housing and purpose-built employer owned and managed housing.

For: (6): Mayor DiManno, Councillor Canning, Councillor Christensen, Councillor Olver, Councillor Pettigrew, and Councillor Ram

Against: (1): Councillor Pelham

MOTION CARRIED

Administration Comment: If direction is given to draft amendments to decouple housing and parking, then no further action would be required. If direction is given to draft amendments to the existing Land Use Bylaw requirements then administration will provide additional information as directed.

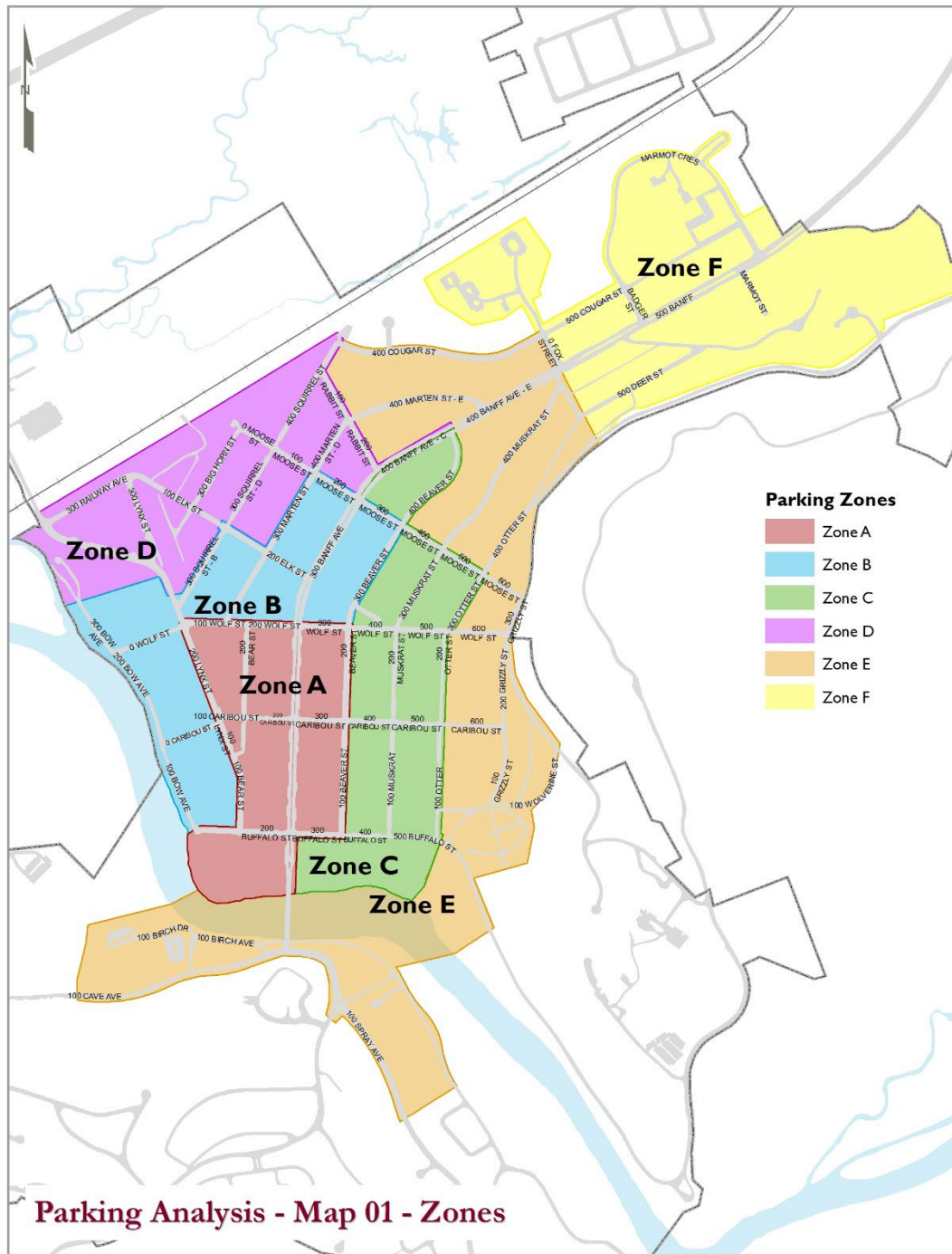
COMPREHENSIVE PARKING MANAGEMENT PLAN

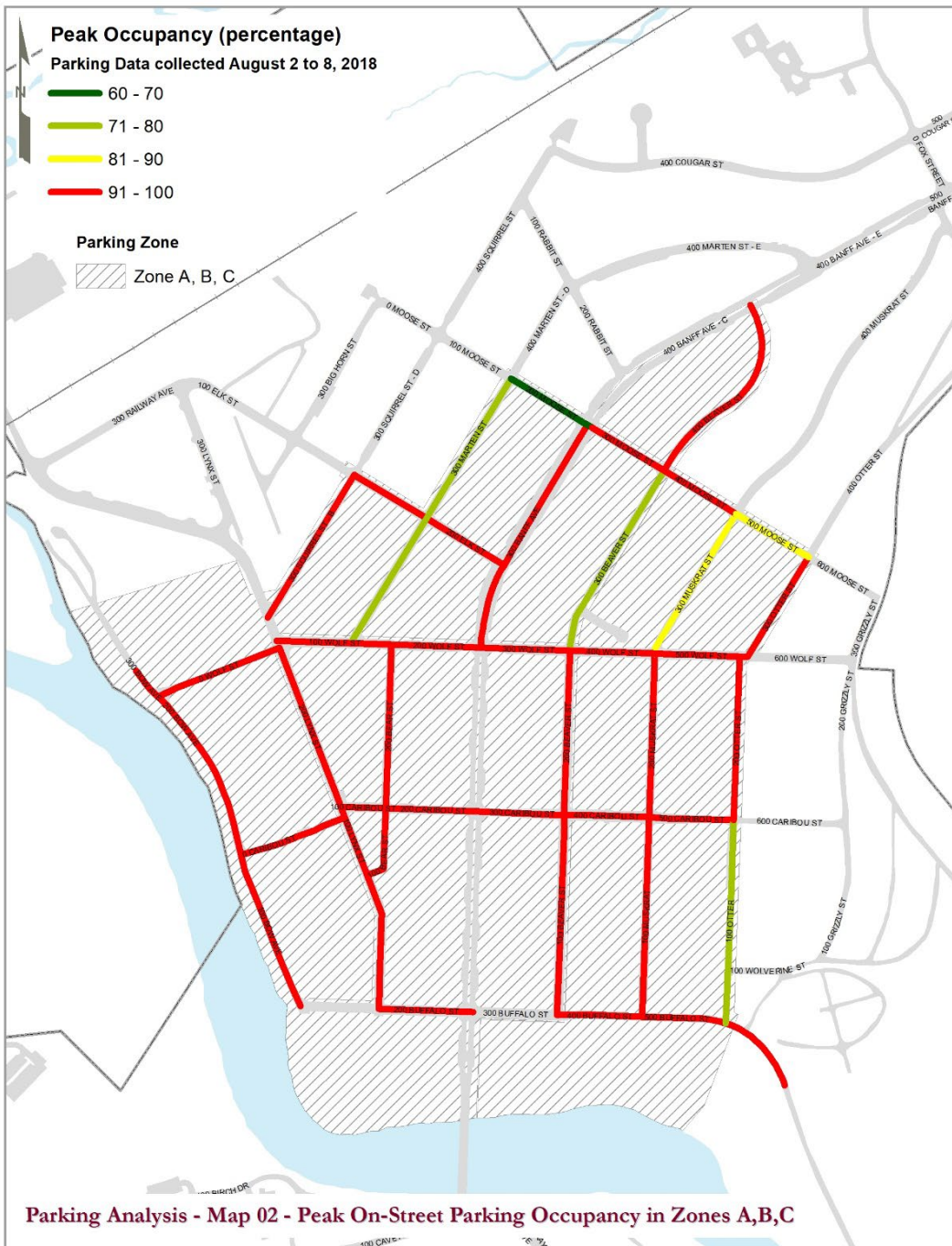
Overview

- Data gathered & findings
- Options for Residential Parking Permit
- Options for Downtown User-pay Parking

Map 1 Parking Zones

- Licence Plate Recognition
- 60,000 unique licence plates scanned
- Zones ABC
 - Downtown & adjacent residential
 - Daytime parking data
- Zones DEF
 - Residential areas
 - Overnight parking data

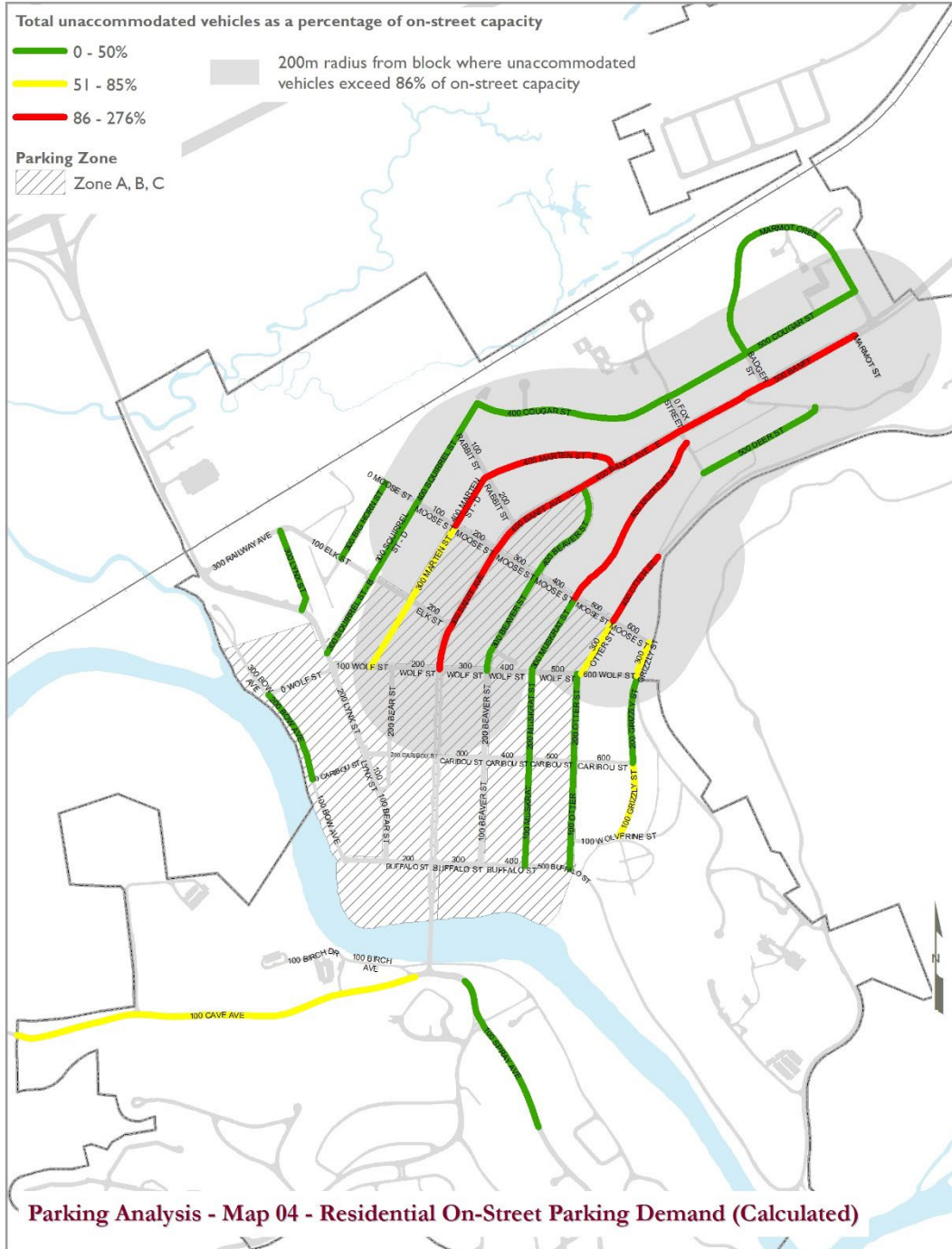




Map 2 Parking occupancy

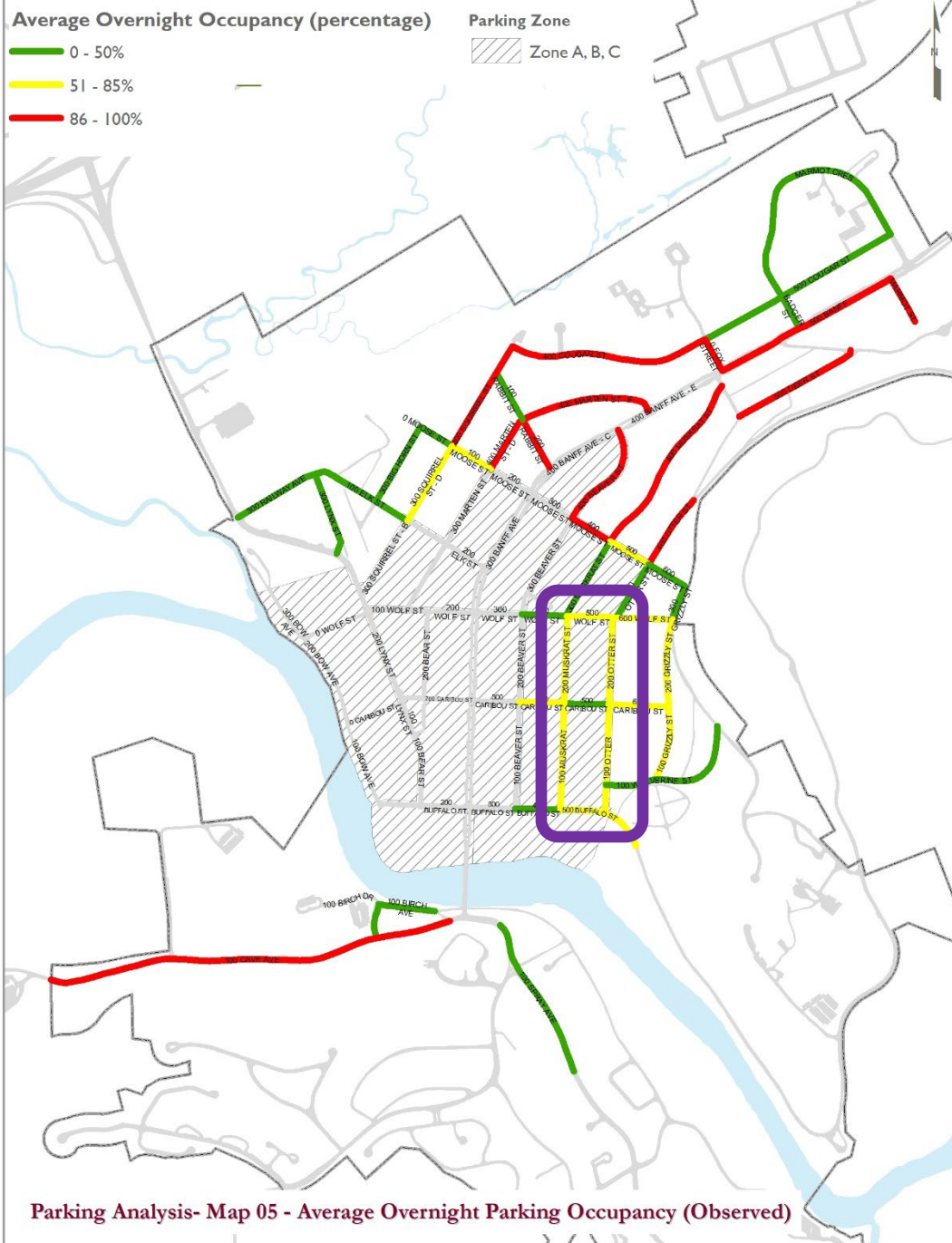
Item #: 7.2
 Appendix B

- Daytime data at peak (Aug 2 to 8 2019)
- Occupancy exceeds 86% for most streets



Map 4 Residential on-street parking demand (calculated)

- Municipal census data on vehicle ownership
- On-street count of parking spaces
- Green streets have enough driveway/garage/parkade spaces to accommodate all their vehicles
- Red streets do not have enough private parking and “spillover” to occupy greater than 86% of the on-street parking
- East-West streets have only a few addresses and are not included in the data set – spillover likely occurs to these streets



Map 5 Overnight parking occupancy (observed)

- Red is greater than 86% occupancy
- Most streets which have *calculated* overspill also have *observed* overspill
- Some streets are green when calculated but red when observed – private parking spaces are not always used for parking
- Streets in the purple square:
 - Full during the day
 - Have enough private spaces for their cars
 - Have spare stalls overnight

Parking management plan Objectives

- To reduce parking pressures in residential neighbourhoods.
- To free up short term downtown parking stalls for residents and visitors.
- To encourage the use of non-residential areas outside downtown for longer term parking by visitors and commuters.
- To encourage the use of off-street private parking stalls for residential vehicle parking.
- To encourage the use of 200 empty stalls in downtown parkades.

2 components:

- Residential Parking Permit system
- Downtown user-pay system with allowances for short term trips/errands

RPP Draft Criteria

Designed to:

- **protect residential parking and relocate commuters & visitors**
- In place year-round, 7 days/week
- In effect 24 hours (could change to restricted hours on some streets to lessen the need for guest passes)
- 2 hour limit for non-permit holders
- Permits issued for a designated vehicle licence plate
- \$50 admin fee
- 1 permit max per residence
- Permit is valid for 1 year
- Guest passes – 2 per dwelling unit at a time, limited to 10 per month. No charge for guest permits.
- Residents living within the RPP zone can park anywhere within the RPP zone
- Residents living outside the RPP zone are not eligible for a permit

Downtown UPP Draft Criteria

Designed to:

- **free up downtown parking and relocate commuters & visitors**
- **minimise effects for residents carrying out short errands**
- **Encourage use of 200 downtown private stalls**
- Seasonal – May 1st to October 31st
- 7-days/week
- 11am to 8pm
- 30 minutes or less - free
- \$3/hr off-street and on-street except loading zones – these are free
- Accessible parking stalls charged at same rate
- Free 8-hour commuter/long term stay parking in Bear Street Parkade and on Bow Ave
- LPR Technology

Map 9 Draft proposed parking management plan

- Relocate Visitors/commuters from residential zones
- Relocate Commuters from downtown
- Red - Residential parking permit:
- Green – Downtown User-pay parking
- Blue – Free parking
- Yellow shade – residents eligible for permit. Permit holders can park anywhere within the yellow zone.
- RPP year-round
- Seasonal downtown UPP
- 30 minute or less parking free Bow Ave, Parkade free, for longer stays
- Free before 11am



Response Options

Council could:

1. Affirm or change any of the draft criteria and areas for the proposed parking management plan.
2. Direct administration to seek public input on the proposed comprehensive parking management plan.
3. Direct administration to bring the comprehensive parking management plan back to service review.
4. Receive this report as information and take no further action.

