



TERMS OF REFERENCE

**2016 CITY-WIDE
PARKING STANDARDS
REVIEW**

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INTRODUCTION:

As the City of Burlington evolves from a green-field community to a municipality approaching full build-out, it is essential that the remaining supply of serviced land is used to maximum effect. While the provision of adequate parking is essential to the success of a development, it is important that this parking requirement is correctly gauged.

Traditional practice has been to establish a parking requirement for each land use that satisfies the maximum parking demands for a site. The use of these minimum parking requirements ensures that developments provide enough parking to satisfy peak demand for parking. However in some instances, this practice has resulted in providing an over-supply of “free” surface parking that has contributed to auto-oriented land use planning and increased auto dependency. Surplus surface parking can take up large areas of land surrounding retail, office and high density residential developments that could be put to more efficient use.

Burlington’s off-street parking requirements are contained in Section 2.25 of Zoning By-Law 2020 and are used to govern the supply of parking for all types of land use. Over the past few years, the City has received frequent requests for parking reduction in areas such as seniors housing, intensification nodes, visitor parking, and mixed use developments. At the same time, the City has been experiencing parking shortfalls in areas such as medical office complexes, newer high density communities, and places of worship. A review of the current Zoning regulations is necessary to develop a context-sensitive framework for updated parking requirements based on existing and desired land use and transportation characteristics.

As the City “grows in place”, we recognize the need to adopt an approach that considers land use, built form, design standards, as well as proximity to transit and other alternative modes of travel. As established in the Transportation Master Plan, it is the goal of the City to move towards managing parking in a responsible manner that promotes sustainable forms of development and provides an emphasis on travel demand management.

STUDY OBJECTIVES:

This City-wide Parking Standards Review is intended to achieve the following objectives:

- create updated and accurate parking standards for the Comprehensive Zoning By-law review;
- ensure that an appropriate supply of parking is provided in order to strengthen the efficient use of land, promote sustainable forms of development and encourage alternative forms of transportation;
- reduce requests for zoning variances by ensuring regulations address current land use and trends; and
- develop an approach that considers the role of minimum and maximum parking standards in the management of parking.

BACKGROUND:

This City-wide Parking Standards Review is being undertaken at a time when several other major planning initiatives are being completed. The Parking Services Review must consider and address alignment with these relevant municipal studies and initiatives and must also recognize and respond to broader policy directions of the City of Burlington, the Region of Halton and the Province.

INTENSIFICATION OPPORTUNITIES STRATEGY

In the past, the City of Burlington largely accommodated growth by expanding development outward. The city is now reaching a state of "build out," meaning the undeveloped land at the edges of the city will no longer be available for new development and growth. The City is currently undertaking a comprehensive review of intensification opportunities and developing a detailed intensification strategy. This work will take place over the fall and winter of 2015 and will result in an urban structure plan including primary and secondary intensification areas, supporting policies and design criteria. This work is to be incorporated into the City's Official Plan as well as its Strategic Plan.

GROWING IN PLACE – OFFICIAL PLAN REVIEW

The Planning Act requires every city to update its Official Plan at least once every five years. As the city continues to change and grow, we must regularly revisit the Official Plan to ensure it is realizing the City's collective vision and responding to community's needs. The current Official Plan review began in 2012 with a comprehensive review of employment and commercial lands, as well as studies of mobility hubs, rural areas and key character areas. Draft policies are expected to be brought forward in 2016 once the comprehensive Intensification Strategy is complete.

TRANSPORTATION MASTER PLAN

The City of Burlington is updating its Transportation Master Plan "Go Your Way," in order to define a 20-year shared vision and strategy that will help the city grow in place by providing multiple travel options that are convenient, affordable and safe.

The goal of this Plan is to create a complete transportation system that is convenient, affordable and efficient, and provides choices that allow people to travel in whatever way they choose. To accomplish this, Burlington needs to develop a reliable and sustainable transportation system which is comfortable and safe, promotes walkable streets, and is designed in a manner that considers both drivers and non-drivers alike. The new Plan is guided by key strategic transportation goals that will contribute to the creation of a sustainable, balanced transportation network and address current and future transportation needs through to the year 2031. It is expected that the Plan will be finalized in early 2016 once the City's Strategic Plan is completed.

COMPREHENSIVE ZONING BY-LAW REVIEW

A full review of the City's zoning regulations will be proceeding once the Official Plan Review is complete. This project will involve changes to address conformity with new OP policies and mapping, but will also include changes to address current planning issues and trends including parking standards.

The City Wide Parking Standards Review will be the first step toward the completion of a comprehensive zoning review for the City of Burlington. The recommendations of this study will be used as the basis for updated parking regulations and design standards for development in Burlington.

CONSULTATION PLAN:

A Technical Advisory Committee will be established to oversee the study process. The Committee will include representatives from the Transportation, Planning, Zoning and Transit Departments. The consultants are expected to meet regularly with the Technical Advisory Committee to ensure steady progress and to discuss any questions that may arise.

Over the course of the Review, the consultants will also meet with other key stakeholders, including citizens' advisory committees, the development community and the public. Stakeholder consultation will take place with the following groups:

- Parks & Recreation
- RPM
- Fire
- BEDC
- Halton Region Planning
- Sustainable Development Committee
- Housing Development Liaison Committee
- Downtown Parking Advisory Committee
- Integrated Transportation Advisory Committee
- Special Business Area Coordinator

The Review will include the following consultation activity:

Stage One:

- Technical Advisory Committee Meeting to review Terms of Reference, timing and deliverables.
- Stakeholder Meeting to go over the purpose of the study and invite feedback.
- Public Meeting to present Terms of Reference and obtain initial feedback on parking issues.
- Technical Advisory Committee Meeting to confirm parking survey methodology.

Stage Two:

- Technical Advisory Committee Meeting to review research findings and develop and review the framework for analysis.
- Technical Advisory Committee to review draft parking rate recommendations.
- Stakeholder Meeting to review draft parking rates and design guidelines.
- Technical Advisory Committee Meeting to discuss design guidelines and parking management strategies.

Stage Three:

- Technical Advisory Committee to review draft report.
- Stakeholder Meeting to report findings to stakeholders and business partners.
- Development & Infrastructure Committee of Council meeting to present draft report.

STUDY PROCESS:

These Terms of Reference (TOR) have been approved by Burlington Council to provide clear instructions for the completion of a comprehensive Parking Standards Review for the City of Burlington. The completed Study will include proposed parking standards and design guidelines, which will be incorporated into the Comprehensive Zoning By-law Review. The Study must be prepared as outlined in the tasks below and is expected to take approximately 11 months to complete.

STAGE ONE: BACKGROUND RESEARCH & DATA COLLECTION

TASK 1 – BACKGROUND RESEARCH

The consultant is to complete the following steps:

- Attend a kick-off Technical Advisory Committee Meeting to review the Terms of Reference, methodology, timing and deliverables of the project.
- Review the listed background material:
 - City of Burlington Official Plan
 - Transportation Master Plan
 - Mobility Hubs Opportunities and Constraints Study
 - Existing parking regulations
 - ITE (9th Edition) trip generation and ITE Parking Generation (4th Edition)
 - American Planning Association (APA) Parking Standards
 - Urban Land Institute and International Council of Shopping Centres Shared Parking (2nd Edition)
- Conduct a literature review to assess best practices and creative approaches used by other municipalities and prepare a summary of these findings.
- Review the historical zoning variances related to parking reductions in order to identify trends (i.e., zones, types of development, location, etc). City staff will provide the base data for this review.
- Facilitate a Stakeholder Meeting to go over the purpose of the study and invite feedback. Obtain details about specific uses or developments that were challenging from a parking perspective. Request development industry insight about their work in other municipalities and what is working well elsewhere.
- Attend a Public Meeting to present the study Terms of Reference and obtain initial public feedback on parking issues.
- Summarize the Stakeholder and public feedback.

TASK 2 – DATA COLLECTION

The consultant is to complete the following steps:

- Establish the parking survey methodology and review this with the Technical Advisory Committee. Surveys should take place at various times and dates for each site in order to illustrate typical demand and peak demand.
- Undertake parking surveys (spot surveys or other, as deemed appropriate) in order to collect the following data:
 - Address & name of establishment;
 - Date and time of visit;
 - Weather conditions and snow cover conditions;
 - Parking type (public, private, pay, free, etc.);
 - If the site is on a transit route
 - Existing parking supply (including designated accessible stalls & bicycle parking);
 - Observed parking occupancy;
 - Photograph of the site and description of any other relevant characteristics.
- Parking surveys are to be conducted for the following uses:
City staff will provide addresses.
 - Residential
 - Standard townhouse complex
 - Street townhouse complex
 - Back to back townhouse complex
 - Stacked townhouse complex
 - Apartment buildings
 - Long-term care facility
 - Retirement home
 - Seniors apartment
 - Accessory residential unit in a single detached dwelling
 - Retail
 - Retail store
 - Retail centre (multiple retail units)
 - Supermarket
 - Service Commercial
 - Standard restaurant
 - Fast food restaurant
 - Outdoor patios
 - Bank / financial Institution
 - Entertainment Use (e.g.: theatre)
 - Recreational Use (e.g.: fitness club)
 - Employment
 - Office
 - Medical office
 - Multi-Unit business park (speculative building)

- Warehouse & logistics building
 - Storage locker facilities
 - Places of Assembly and Related Uses
 - Hotel
 - Conference centre / banquet hall
 - Place of worship including mosque, church
 - Institutional
 - Elementary school
 - Secondary school
 - Day care centre
 - Technical school / training centre
- Research comparative parking rates for each land use based on five other mid sized municipalities.
- Complete a site-specific review of ten Burlington developments which have been granted parking reductions in the past 5 years. City staff will provide the locations. This review should include spot surveys and a detailed site assessment of each property and should discuss:
 - What parking reductions are working well and why?
 - Where have they not worked well and why?
 - Have any unique or site-specific design features been incorporated into the development which supports the success of the parking reduction?
- Complete an assessment of alternative travel modes and their impact on parking demand. The assessment should include:
 - A review of bicycle parking rates for key land uses
 - A literature review and assessment of what parking occupancy rate pushes drivers to alternative modes of travel (i.e. if a parking lot is greater than 85% occupied will drivers consider alternate modes, if they are available?)
 - A discussion of the correlation between transit availability and parking availability

STAGE TWO: ANALYSIS & DEVELOPMENT

TASK 3 – PARKING REQUIREMENTS

The consultant is to complete the following steps:

- Summarize the research findings for the Technical Advisory Committee and meet to discuss the findings and the proposed analysis framework.
- Develop the draft parking requirements for Burlington based on a review of the following:
 - Context-sensitivity including the urban structure, planning policies, and adjacent transportation infrastructure characteristics for the following areas:
 - Downtown
 - Uptown

- Mixed Use Corridors
 - Mobility Hubs
 - Non-intensification areas (remainder of City)
 - Issues and considerations pertaining to the existing parking requirement;
 - The review of “best practices” and requirements in other municipalities;
 - Observed parking demand (as identified through Task 2); and
 - Consideration of housing market value on parking rates.
 - How Travel Demand Management can impact parking rates.
- Develop visitor parking rates where applicable.
- Develop shared parking rates for mixed use developments including:
 - a review of existing planning policy and regulations
 - a literature and “best practices” review
 - recommended standards for shared parking
- Develop other parking rate recommendations including:
 - Accessible Parking:
 - Review existing accessible parking requirements and comment on conformity with AODA requirements and recent amendment to Ontario’s Building Code (January 1, 2015).
 - Recommend improvements to accessible parking requirements (where applicable).
 - Bicycle Parking
 - Review current bicycle parking requirements
 - Conduct literature review of “best practices” and new and emerging trends related to bicycle parking requirements
 - Recommend updated standards where applicable
 - E-Vehicle Parking
 - Review new and emerging trends
 - Recommend updated standards where applicable
 - Community Car Share
 - Review new and emerging trends
 - Recommend updated standards where applicable
 - Travel Demand Management
 - How can parking management best support transportation demand management efforts?
- Hold a Technical Advisory Committee meeting to review and discuss the draft parking rate recommendations.

TASK 4 – DESIGN GUIDELINES

- Develop Parking Design Guidelines which consider the following issues:
 - Parking stall dimensions
 - Aisle width
 - Vehicular and pedestrian circulation
 - Underground design considerations (obstructions)
 - Identification and enforcement of visitor parking
 - Bicycle, scooter and skateboard parking
 - Transit facilities within or adjacent to parking lots
 - Barrier free access
 - Lighting
 - Landscaping
 - Permeable pavement issues and incentives
- Facilitate a Stakeholder Meeting to go over the draft parking rates and design guidelines.

TASK 5 – PARKING MANAGEMENT

- Conduct a literature and “best practice” review of parking management strategies that have been found effective for other medium-sized municipalities.
- The parking management strategies to be examined include:
 - On-street parking permit (compare the current Burlington permit system with best practices elsewhere)
 - The existing 5-hour on-street parking by-law.
 - The opportunity to accommodate “overflow” residential parking in neighbourhood parks at off peak times.
 - How to best manage shared parking arrangements (e.g. combined commercial/visitor spaces).
 - How to manage enforcement of parking regulations on private property.
 - Cash-in-lieu of parking and recommendations for how best to invest these funds in parking infrastructure.
- Hold a Technical Advisory Committee Meeting to discuss the draft design guidelines and parking management strategies.

STAGE THREE: REPORTING

TASK 6 – DRAFT REPORT

- Prepare and submit a draft report that includes:
 - details about the current context of parking in the City of Burlington;
 - a summary of current “best practices” related to parking standards and management strategies;
 - research into the impacts of alternate modes of transportation on parking demand;

- recommended parking requirements based on the findings of the review and presented in a format suitable for inclusion in the City’s Comprehensive Zoning By-law;
 - recommended design guidelines; and
 - recommended parking management strategies.
- Submit draft report including 10 hard copies and electronic copy.

TASK 7 – CONSULTATION

- Hold a Technical Advisory Committee Meeting to review the draft report.
- Hold a Stakeholder Meeting to report the study findings to stakeholders and business partners
- Attend the Development and Infrastructure Committee of Council to present key report findings to Council members.

TASK 8 – FINAL REPORT

- Finalize report based on input received from Technical Advisory Committee and feedback obtained from Stakeholder and Council Meetings.
- Submit final report including 20 hard copies and electronic copy.

DELIVERABLES & TIMELINES:

Once the study consultants have been retained, a work schedule will be provided to the Technical Advisory Committee outlining:

- Task timing & sequence
- Draft meeting schedules

The study consultants will be responsible for providing the draft interim and final reports and all accompanying charts, graphs, and presentation materials that are used to illustrate findings and recommendations for the Study.

The Technical Advisory Committee will be responsible for contract administration, providing direction to the project consultants, scheduling of Stakeholder meetings, scheduling and arranging public meetings, communication matters including reports to Council, maintenance of study web page, and preparation of public notices.

A draft of the final report shall be submitted for Council approval. The report shall be revised as necessary and finalized after Council approval of the study results and recommendations.

Contract Start Date: January 4, 2016