

City of Kelowna
Regular Council Meeting
AGENDA



Monday, February 10, 2025
8:00 am
Council Chamber
City Hall, 1435 Water Street

Pages

1. **Call to Order**
2. **Confirmation of Minutes** 2 - 3
Regular AM Meeting - January 27, 2025
3. **Reports**
 - 3.1 **Council Parking Workshop** 75 m 4 - 71
To engage Council in a series of workshops on parking and travel demand management in relation to new development.
4. **Resolution Closing the Meeting to the Public**

THAT this meeting be closed to the public pursuant to Section 90(1) (e) (g) (i) (k) of the Community Charter for Council to deal with matters relating to the following:

 - Disposition of Land
 - Litigation affecting the Municipality
 - Legal Advice
 - Proposed Provision of a Municipal Service
5. **Adjourn to Closed Session**
6. **Reconvene to Open Session**
7. **Termination**



**City of Kelowna
Regular Council Meeting
Minutes**

Date: Monday, January 27, 2025
 Location: Council Chamber
 City Hall, 1435 Water Street

Members Present Mayor Tom Dyas, Councillors Ron Cannan, Maxine DeHart, Gord Lovegrove*, Luke Stack and Loyal Wooldridge

Members Participating Remotely Councillors Charlie Hodge, Mohini Singh and Rick Webber

Staff Present City Manager, Doug Gilchrist; City Clerk, Laura Bentley

(* Denotes partial attendance)

1. Call to Order

Mayor Dyas called the meeting to order at 10:00 a.m.

2. Confirmation of Minutes

Moved By Councillor Wooldridge/Seconded By Councillor Stack

THAT the Minutes of the Regular AM Meeting of January 20, 2025 be confirmed as circulated.

Carried

3. Resolution Closing the Meeting to the Public

Moved By Councillor DeHart/Seconded By Councillor Stack

THAT this meeting be closed to the public pursuant to Section 90(1) (f) (g) (i) (l) of the Community Charter for Council to deal with matters relating to the following:

- Law Enforcement
- Litigation and Potential Litigation affecting the City
- Legal Advice
- Discussions regarding Municipal Services in their Preliminary Stages

Carried

4. Adjourn to Closed Session

The meeting adjourned to a closed session at 10:00 a.m.

5. Reconvene to Open Session

The meeting reconvened to an open session with Councillor Lovegrove in attendance at 12:12 p.m.

6. Termination

The meeting was declared terminated at 12:12 p.m.

Mayor Dyas

lb/acm



City Clerk

DRAFT

Report to Council



Date: February 10, 2025
To: Council
From: City Manager
Subject: Parking Workshop (Off-Street Parking, Cash-In-Lieu, Modal Split, Travel Behaviour)
Department: Development Planning

Recommendation:

THAT Council receives, for information, the Report from the Development Planning Department, dated February 10, 2025, related to parking and the development application process;

AND THAT Council directs staff to proceed with further assessment of and consultation on options to amend parking regulations in the Zoning Bylaw and Payment in Lieu of Parking Bylaw and report back to Council with recommendations.

Purpose:

To engage Council in a series of workshops on parking and travel demand management in relation to new development.

Council Priority Alignment:

- Transportation
- Affordable Housing
- Climate and Environment
- Economy

Background:

Resolution	Date
<i>THAT Council directs staff to consider common parking concerns relative to some recent multi-family development projects and bring forward for discussion and evaluation options for possible amendments to select sections of the associated regulations and policies, inclusive of cash-in-lieu.</i>	(August 12 th 2024)

This report aims to revisit existing parking-related policies and bylaws to establish priority parking reforms and identify opportunities for incremental refinements to support multiple city building goals. The report and associated workshop will review preliminary data, considerations, benchmarking, and

potential approaches for off-street parking in new developments, cash-in-lieu of parking options, modal shift, and travel behavior. Following the Council workshop and key stakeholder engagement, Staff will return to Council with proposed policy and bylaw amendments.

On November 18, 2024, Staff conducted the first of two parking workshops for Council to address development pressures and prepare for amendments to Zoning Bylaw off-street parking regulations. The objective of these parking workshops is to equip Council with essential information to support decision-making aligned with Council priorities, including housing affordability, housing supply, transportation, climate, and economic development. Effective management of both on-street and off-street parking, combined with proactive land use and mobility planning, can address numerous issues related to sustainable growth and urban development. As a municipality, our ability to enhance transportation efficiency across all modes within a comprehensive mobility strategy can be categorized into two primary areas: on-street parking management and the provision of off-street parking facilities. The availability of parking impacts land use, urban design, and construction costs.

The November workshop centered on managing on-street parking through time restrictions, pay parking, and residential permits and consideration of proactive approaches. Review of correspondence submitted to Council since March 2022 showed that 98% of concerns related to new developments were in areas without on-street parking management. Currently, only 11% of streets in the Core Areas have on-street parking controls. Since November, Parking Services has engaged a consultant to assist in developing an implementation program to proactively expand on-street parking management in key areas of Kelowna.

Discussion:

Reforming parking policies can be a crucial lever in achieving transport, housing, and sustainability goals. These parking workshops and the evaluation of options to modify off-street parking regulations were triggered by development proposals presented to Council in 2024.

Each development proposal generated parking-related concerns with discussions on the application of the cash-in-lieu of parking policy, availability of on-street parking, the 'stacking' of off-street parking reductions, and approaches to car-share services.

Balancing Off-Street Parking and On-Street Parking:

Achieving a balance between off-street and on-street parking presents significant challenges, as an imbalance can lead to various adverse effects on neighbourhoods. The construction of parking facilities is expensive; overly stringent off-street parking regulations impede new development and undermine Kelowna's housing supply and affordability objectives. In the absence of adequate off-street parking supply, existing on-street parking regulations, or sufficient access to public transportation, on-street parking can become congested, leading to neighbourhood conflicts and resistance to new development.

Current Off-Street Parking Regulations:

The City of Kelowna's current residential parking rates are based on an estimated demand for off-street parking spaces relative to dwelling unit type (Studio, 1-bed, 2-bed, 3-bed, etc.) and the location of the residential development. The current off-street parking regulations are based on the following principles:

- **Bedroom count:** The greater number of bedrooms within a dwelling unit, the greater demand for additional parking spaces;
- **Visitor parking:** Demand for visitor stalls remains constant based on the total number of dwelling units provided within a development;
- **Location:** Parking demand is impacted by proximity to jobs, services, amenities and access to alternative modes of transportation. For example, the highest parking rates are within the rural and suburban areas. Parking rates within the Core Area, with the lowest parking rates within the Urban Centres. There are special parking rates in between Urban Centres along transit supportive corridors and for infill housing within the Core Area.
- **Rental Housing:** Purpose-built rental housing generates less parking. There are rental housing parking discounts based on evidence that rental tenure projects need less parking supply than strata. Furthermore, it enables a single owner of a rental building to unbundle the parking spaces from each dwelling unit and more efficiently manage the pool of parking spaces relative to demand of their tenants. The increase in rental parking reduction incentives within an urban centre is meant to reflect the increased availability of sustainable forms of transportation within urban centres relative to areas outside urban centres.
- **Car-share Access:** Access to shared vehicles reduces the need for private vehicle parking. There are car-share incentives reducing the number of required off-street parking stalls by providing access to shared vehicles, operated by an established car-share provider, with the goal of reducing parking demand generated by the development.
- **Bicycle Parking:** Providing effective bicycle parking reduces the need for private parking. Bicycle parking incentives decrease the amount of off-street parking required if additional bicycle parking is provided.
- **Transit-Oriented Areas:** There are no residential parking requirements within the four designated Transit-Oriented Area in compliance with recent provincial legislation.

The regulations outlined above determine the minimum requirement for off-street parking based on factors such as the number of bedrooms and location, along with any applicable reductions. Presently, applicants can apply or "stack" each of the listed parking reductions without any limit on the cumulative effect of combining eligible reductions.

Current Cash-in-lieu of Parking Regulations:

The cash-in-lieu of parking bylaw was originally adopted in 1997. The premise of the bylaw and the policy was to allow landowners within Urban Centres to pay a lump sum as a form of compensation, instead of providing off-street parking spaces as required under the Zoning Bylaw. This is only available within the Urban Centres. The idea was to build up a capital reserve fund to help the City pay for parkades or additional surface parking lots.

There is currently no limit or restriction on how many stalls an applicant can 'purchase' to reduce their overall parking requirement. A new development may apply any of the eligible parking reductions in the Zoning Bylaw and opt to apply cash-in-lieu of parking for the balance of stalls. While this is not a common occurrence, it warrants further examination. The cost of the city providing parking for development in exchange for compensation is becoming more complex as construction costs rise faster than inflation or price indexing. Further, Staff need to review this program to establish value for the city, and benefit for the current and future residents in areas where the program applies.

There are three key considerations to evaluate regarding the application of cash-in-lieu of parking to new development in Urban Centres:

1. **Time horizon:** Cash-in-lieu payments may not result in additional parking availability in an Urban Centre in the near or mid-term, due to land availability and costs. This has been further complicated in Kelowna with the introduction of Bill 47 from the province, which eliminated parking minimums in four designated Transit Oriented Areas (TOAs), three of which are in Urban Centres. This will result in reduced payments, and a slower accumulation of funds.
2. **Benefit disconnect:** Residents of a new development that contributed cash-in-lieu of parking may opt not to use an available parkade if it is inconveniently located. Another consideration is whether or not parkades in Urban Centres alleviate residential parking demand or if they provide customer/employee parking in Urban Centres.
3. **Modal shift:** The city has the choice to direct cash-in-lieu parking to support active transportation, increase transit use, reduce vehicle trips and parking demand.

Vehicle Ownership Data:

Staff requested vehicle ownership data from the Insurance Corporation of British Columbia (ICBC) to better understand rates of vehicle ownership across the City. The available data is organized based on six (6) broad postal code areas. An additional data request has been submitted to ICBC for more precise data, which will allow for car ownership analysis across land uses and in locations without on-street parking management, and along frequent transit corridors.

The initial dataset is generalized, making it challenging to draw specific conclusions about vehicle ownership rates among residents of single detached homes and multi-family developments across the city. The preliminary information is still useful and illustrates some broad trends. When comparing vehicle ownership rates of the six postal code areas against the ratio of single-detached homes to multi-family homes, areas with a higher ratio of multi-family dwellings have lower rates of vehicle ownership, though there are exceptions (refer to Table 1 and Figure 2).

For example, the Kirschner / Black Mtn Area is predominantly single-family, resulting in the highest number of vehicles per

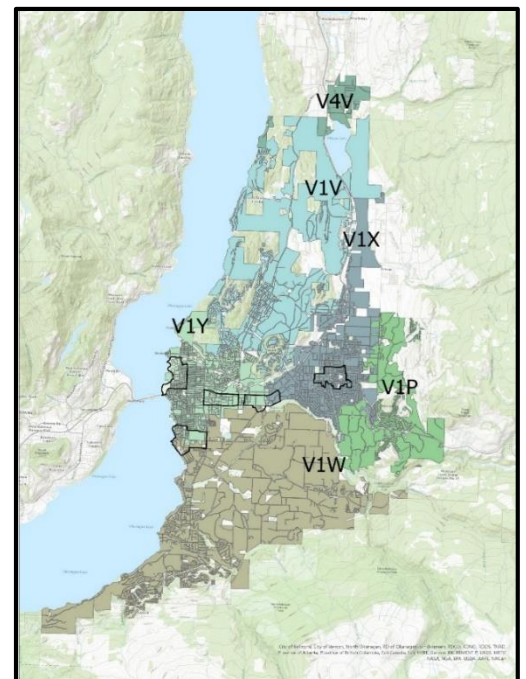


Figure 1: ICBC Post Code Areas for Vehicle Registrations

household. When comparing the Kirschner / Black Mtn Area to the South Area, which has a similar proportion of multi-family and single-family developments, the South Area has fewer average vehicles per household at 2.4, compared with Kirschner / Black Mtn Area's 3.7. If rounding numbers, the difference is even more significant at two to four vehicles per household. The difference in vehicles per household between Kirschner / Black Mtn and the South Area is likely due to several factors, including the level of transit service, and distances traveled to employment areas, services, shops, and recreation.

The overall 5-year vehicle ownership average from 2019 to 2023 for the entire City of Kelowna was 2.6 vehicles per household. The 5-year average for each of the postal areas are:

Area	Postal Code	5-year Vehicles per Household Average
Kirshner / Black Mtn area	V1P	3.7
Jim Bailey area	V4V	3.0
Rutland area	V1X	2.6
South	V1W	2.4
Glenmore / Clifton area	V1V	2.1
Central area	V1Y	1.7

Table 1: 5-year average of vehicles per household, Kelowna (2023)

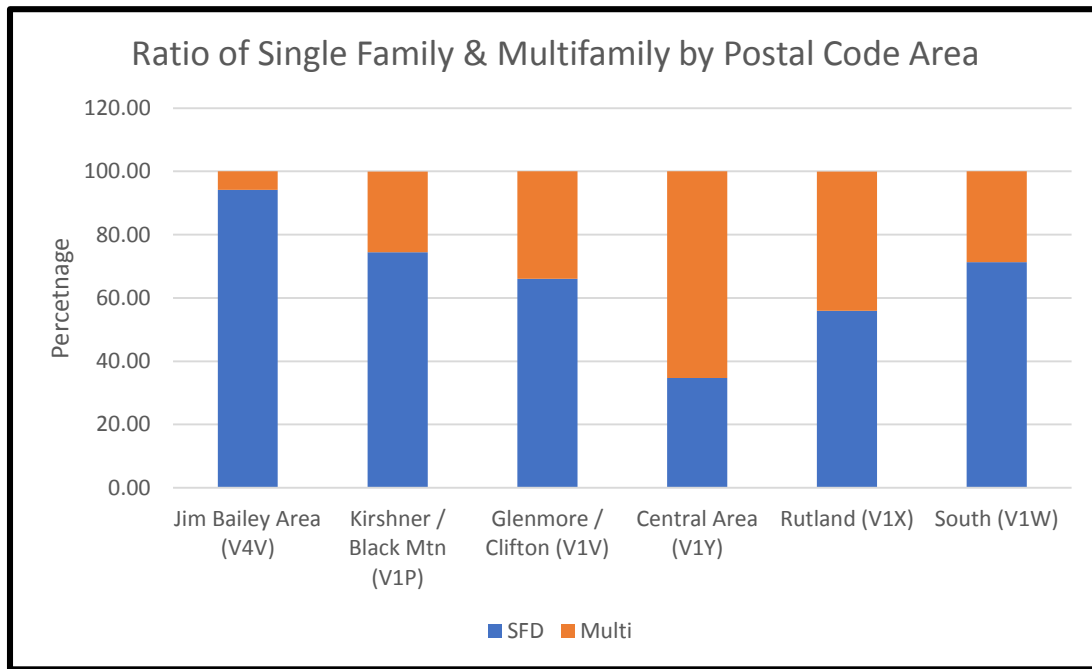


Figure 2: Percentage of Single Family and Multifamily by Postal Code Area

Staff will need to assess more detailed vehicle ownership data from ICBC to determine how to update the off-street parking rates in the Zoning Bylaw in different neighbourhoods. Another consideration will be the current on-street parking management approach and a review of residential parking permits for single and multi-family dwellings.

Purpose-built Rental Buildings:

Following the last Council parking workshop, Staff put out a request and brief questionnaire to the local development community to gather preliminary data on occupied rental buildings and parking availability. The purpose was to understand if demand for off-street parking aligned with the current bylaw requirements, and to what extent other factors, such as pricing and on-street parking availability influence demand. The responses at the time of writing this report included eight (8) developments that charged a nominal monthly fee for a parking stall. The responses also included buildings in locations with and without on-street parking management. The data shows that each development’s available off-street parking was sufficient. Six out of eight of the developments had more available stalls than available units for rent. The available stalls may be partially attributed to unit vacancies, pricing, and on-street parking restrictions, but may also suggest minor reductions could be considered. Not all responses included addresses to allow for this level of assessment. Staff will continue to gather additional information from the development community to determine if changes to the current off-street parking regulations should be considered in the near future.

Transit Frequency:

Staff prepared an initial analysis of our transit network and divided those transit routes and stops into three categories: frequent, medium, and infrequent. The purpose is to understand if off-street parking requirements should be revised based on transit proximity. There appears to be a strong correlation between where the City’s frequent transit is, and where there are lower rates of vehicle ownership per household.

A mapping buffer representing a five-minute, 400 metre walking distance from each bus stop was created to select properties that would viably have good transit access (Figure 3). The provincial government and Metro Vancouver describe a *Frequent Transit Network* as a network where transit service runs at least every 15 minutes in both directions throughout the day, into the evening, and every day of the week. Customers travelling along a *Frequent Transit Network* corridor can expect convenient, reliable, easy-to-use service that is frequent enough that they do not refer to a schedule.

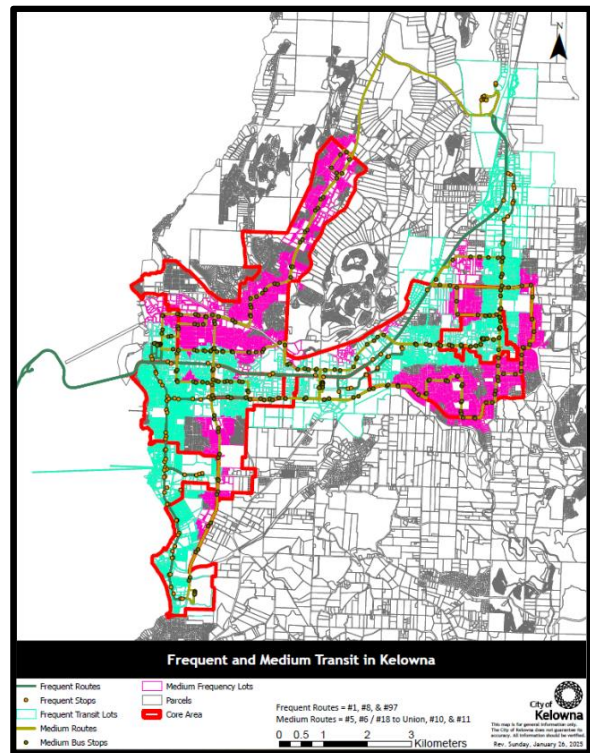


Figure 3: See Attachment A for full size image

Kelowna does not yet have a transit service that meets this definition. However, Kelowna does have 15-minute service during weekdays on certain routes. These routes are described as frequent for Kelowna and the properties within the 5-minute walking radius are highlighted in green. The routes that qualify

for a Kelowna frequent designation are numbers 1, 8, and 97. The areas of the city with access to these more frequent transit routes also have lower vehicle ownership rates, under city average of 2.6 vehicles per household. The medium transit service in Kelowna is defined as service every 30 minutes during weekdays. The properties within the 5-minute walking radius are highlighted as pink. The routes that qualify for a Kelowna medium designation are number 5, 6, 18, 10, and 11. The infrequent routes do not have a transit service that would suggest a reduction in off-street parking requirements, thus are not shown on the map.

This analysis is only a snapshot of the current transit service. Any proposed changes to the bylaw would need to account for future transit routes, as parkades are expensive to build and not easy to adapt to other desirable uses once constructed. Further, the bylaw regulations would need to be clear for applicants and designers to understand and apply in their development plans, so a simple and adaptable approach in consideration of future transit access and service would be necessary.

Key Issues and Opportunities:

1. **Parking Reductions:** New development proposals may apply parking reduction incentives without any limit on the cumulative effect of combining eligible reductions. An upper limit could be established in locations where modal shift opportunities are limited.
2. **Cash-in-lieu of Parking:** A new development may apply any of the eligible parking reductions and opt to apply cash-in-lieu of parking for the balance of stalls. Staff need to review this program to establish appropriate stall limits, evaluate value for the city, and benefit the current and future residents in areas where the program applies.
3. **Vehicle Ownership:** Available data from ICBC shows areas with a higher ratio of multi-family dwellings have lower rates of vehicle ownership, though there are exceptions in areas that are locationally inefficient and with limited transit service. Staff have requested more detailed data from ICBC for further review that can help inform us of the locational differences in our parking rates.
4. **Rental Parking Incentives:** Preliminary information indicates parkades have some available pay parking stalls. This suggests the current rental parking incentives are sufficient in our urban neighbourhoods, but reductions could be considered in some areas. Staff would recommend additional consultation with the development community to gather more information.
5. **Transit Access:** There appears to be a strong correlation between where the City's frequent transit is available, and lower rates of vehicle ownership per household. Any proposed changes to the bylaw in consideration of transit service would need to address the dynamic nature of transit planning and service and not be overly complicated for applicants to apply to their development projects.

Options for Off-Street Parking Regulations:

Staff are reviewing the parking regulations within the Zoning Bylaw and will propose adjustments based on discussion and feedback from this Council parking workshop, and engagement with the development community. Preliminary considerations for discussion include:

1. Introduce a limit on the stacking of parking reduction incentives and limit the amount developments are permitted to utilize cash-in-lieu of parking.
2. Introduce minimum parking requirements based on geographic areas, adjacent land use, access to transit with consideration for service levels, ATCs and cycling infrastructure. The likelihood that dwelling units would need fewer vehicle parking stalls per unit is greater when viable options are available in the immediate area. Geographic areas and adjacent land uses should also remain a factor as walking distance to a host of amenities would also decrease the need for additional vehicles per dwelling unit.
3. Increase minimum bicycle parking and end-of-trip facility requirements based on proximity to active transportation and future ATCs to direct municipal investment in these corridors and encourage a shift to active transportation.
4. Investigate electrification requirements within bicycle parking facilities to support e-bikes and other electric micro-mobility options.
5. Assess minimum vehicle parking reductions for promotional transit passes for new residents. BC Transit has an EcoPASS that is similar to Translink's Compass for Developments. "The Compass for Developments program allows developers to make a one-time bulk payment to TransLink to satisfy municipal Transportation Demand Management (TDM) requirements for transit benefits, while allowing stratas and/or property managers to facilitate the distribution of the transit benefits to occupants. This program contributes to municipal TDM requirements by reducing the reliance on parking and single-occupancy vehicle trips, while delivering benefits to building occupants, developers, and the region." The one-time bulk payment would be providing all residents of a new development access to acquire a free transit pass valid for a certain amount of time.
6. Adjust the car-share program to provide similar benefits as the transit passes. When a car-share is provided within a new development, residents should have a membership with the operator along with similar promotional passes to increase utilization of alternative forms of transportation and reduce the demand for additional parking per dwelling unit. Explore opportunities to include micro-mobility ride-passes in this program.
7. Explore car-share funding in lieu of parking, in cases where an existing building already has a car-share program in place, with an aim to strategically locate the next car share for increased coverage.

Options for Cash-in-lieu of Parking Bylaw:

The intention of Cash-in-lieu of parking is to compensate the City for assuming the responsibility of providing parking when a landowner or developer cannot meet the minimum parking requirements

established in the City's zoning bylaw. The Transit Oriented Areas (TOA), i.e. the Hospital, Okanagan College, Orchard Park Mall, and Rutland, have no residential parking requirements. This means developments within TOAs do not have the opportunity to pay any cash-in-lieu of parking, as developers simply determine the amount of parking they require.

Developments outside the TOAs can continue using the cash-in-lieu program as a tool to provide less parking, irrespective of the already noted parking reduction opportunities. When developers choose this parking reduction tool in areas without on-street parking management, this can result in on-street parking issues.

Based on a review of how other municipalities make use of a similar cash-in-lieu for parking program (including Kamloops, Coquitlam and Abbotsford), there are a few options moving forward, some of which may work in combination with others.

1. Apply cash-in-lieu of parking in urban centres that have viable parking infrastructure improvements such as the Downtown Urban Centre, Pandosy Urban Centre, and the Rutland Urban Centre.
2. Legislatively the cash-in-lieu program does not have to be used for the construction of off-street parking and could be used for active transportation and other streetscape upgrades improving pedestrian, transit access and cycling mobility throughout the community. Instead of urban centre focused, this would likely apply to the Core Area.
3. Develop a strong rationale and maximum number of stalls eligible for cash-in-lieu relative to the size of the development and the application of other parking stall reductions.
4. Modify, or in some locations, eliminate the cash-in-lieu program to encourage developers make use of parking reductions that improve the opportunity to cycle, take transit or car-share. Developers who desire further parking reductions allowed would go through a variance permit process if they do not meet the new off-street parking requirements.

Staff Recommendation & Next Steps:

Staff are recommending that further parking, vehicle ownership, and rental parkade use information be gathered and assessed, in addition to consultation with the development community. Proposed amendments to the Zoning Bylaw and Cash-in-lieu bylaw would then be drafted, based on the issues, opportunities, and principles identified in this report and discussed in the workshop.

Internal Circulation

- Communications
- Development Engineering
- Housing Policy & Programs
- Long Range Planning
- Parks & Building
- Real Estate Services
- Transportation

Considerations applicable to this report:

Existing Policy: Council Policy 247: Hierarchy of Plans, Housing Needs Assessment 2023, 2040 Official Community Plan, 2040 Transportation Master Plan, Capri-Landmark Urban Centre Plan, Imagine Kelowna

Prepared by: N. Kilmartin, Development Planning Department Manager &
A. Cseke, Central Development Planning Manager

Approved for inclusion: R. Smith, Planning, Climate Sustainability and Development Services



City of
Kelowna

Parking Workshop – Part II

February 10th, 2025

Purpose

- ▶ To engage Council in a series of workshops on parking and travel demand management in relation to new development.

Background

Resolution	Date
<p>THAT Council directs staff to consider common parking concerns relative to some recent multi-family development projects and bring forward for discussion and evaluation options for possible amendments to select sections of the associated regulations and policies, inclusive of cash-in-lieu.</p>	<p>Council Resolution (August 12th 2024)</p>

- ▶ 1st Workshop (Nov 18th 2025)
 - ▶ On-Street Parking
- ▶ 2nd Workshop (February 10th 2025)
 - ▶ Off-street parking
 - ▶ Cash-in-lieu
 - ▶ Modal split
 - ▶ Travel Behavior

Workshop Outline

- ▶ Balancing off-street and on-street parking
- ▶ Current off-street parking regulations
- ▶ Current cash-in-lieu of parking regulations
- ▶ Vehicle ownership data
- ▶ Purpose-built rental building parking utilization data
- ▶ Transit Frequency
- ▶ Key Issues and opportunities
- ▶ State of parking reforms & benchmarking other jurisdictions, presented by Mobility Foresight
- ▶ Options for cash-in-lieu
- ▶ Options for parking regulations

Current Off-Street Parking Regulations

- ▶ Bedroom count
- ▶ Visitor Parking
- ▶ Location
- ▶ Rental Housing
- ▶ Car-Share Access
- ▶ Bicycle Parking
- ▶ Transit Oriented Areas

Current Cash-in-Lieu Parking Regulations

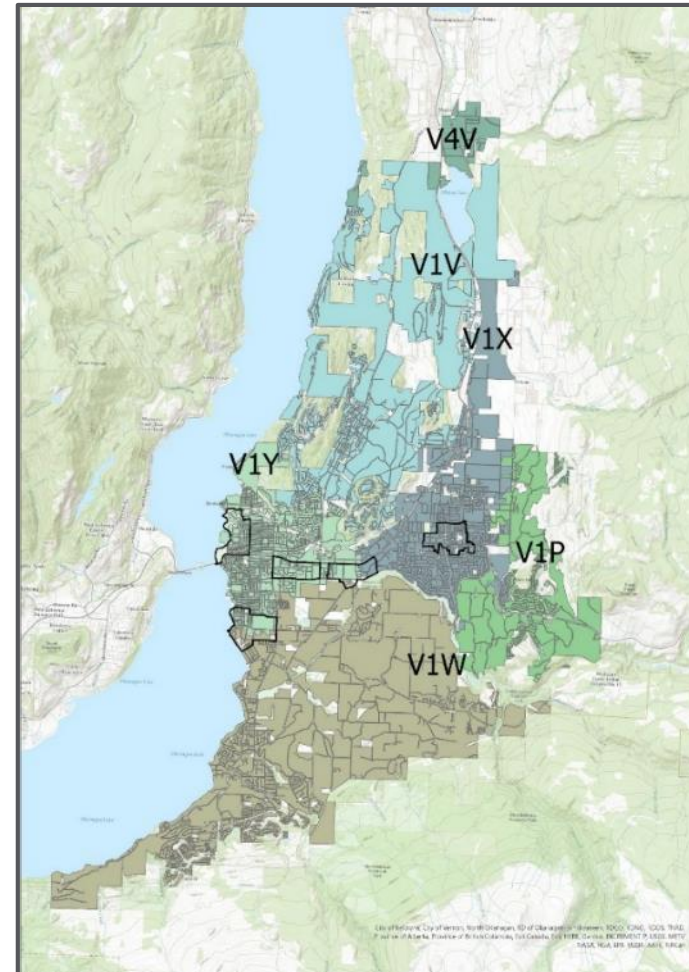
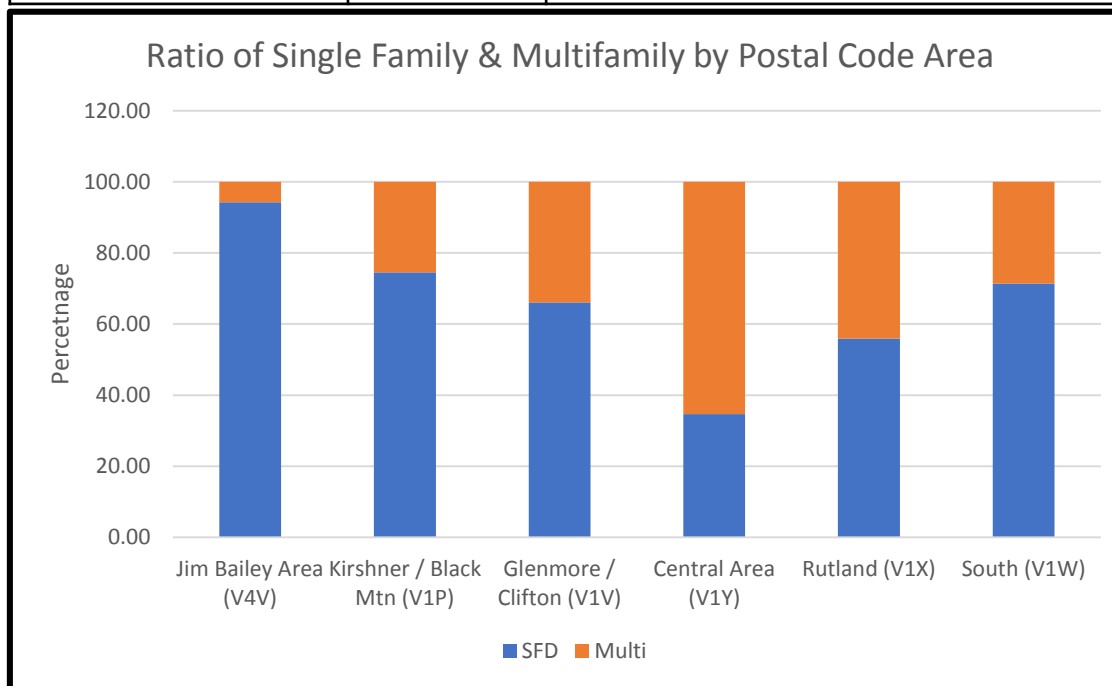
- ▶ Time horizon
- ▶ Benefit disconnect
- ▶ Modal Shift



Urban Centre	2023-2024 Rates (June 1 st to June 1 st)
City Centre (Downtown) Urban Centre	\$38,850.00
Midtown Urban Centre	\$38,850.00
South Pandosy Urban Centre	\$38,850.00
Rutland Urban Centre	\$11,184.00
Capri/Landmark Urban Centre	\$38,850.00

Vehicle Ownership Data

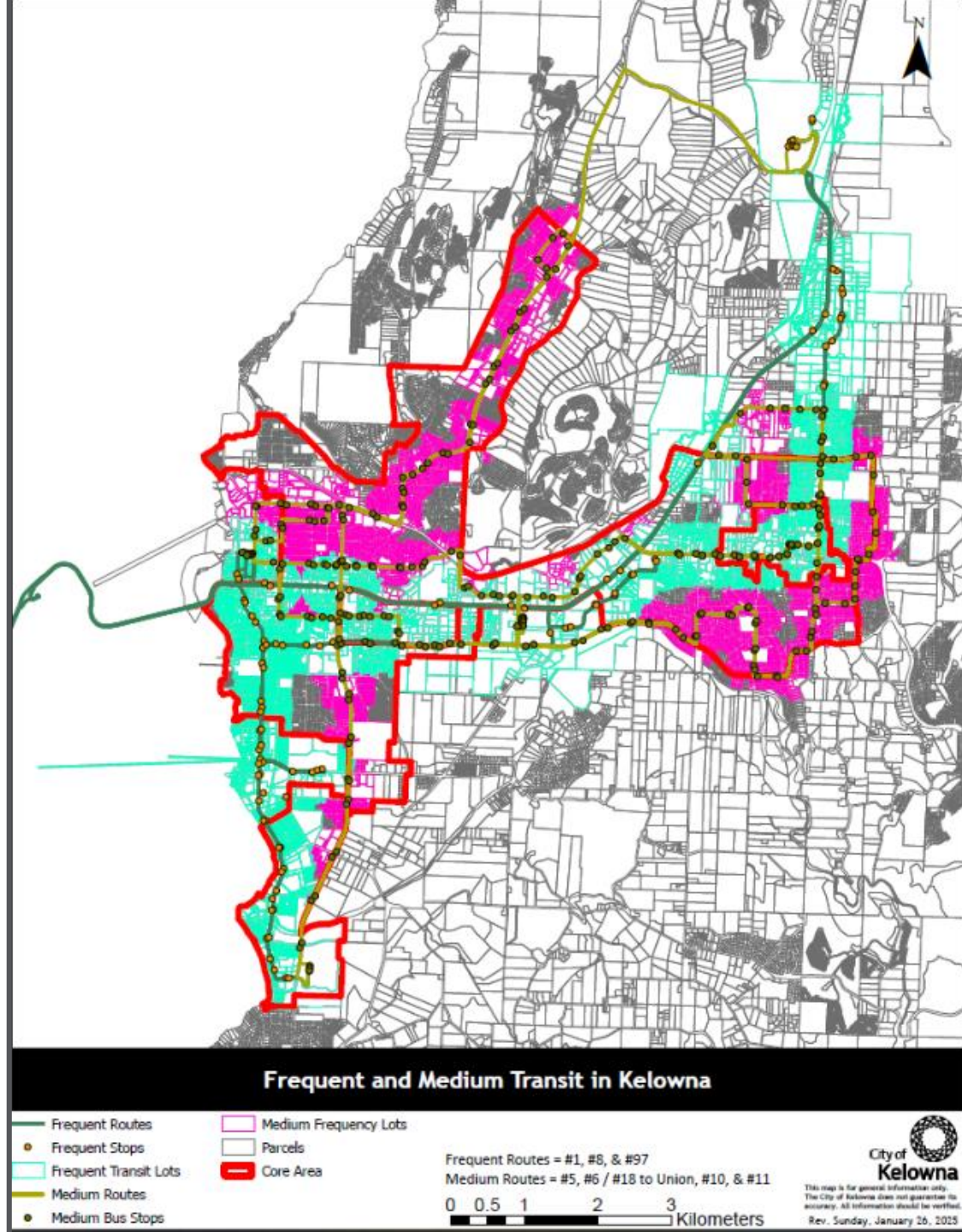
Area	Postal Code	5-year Vehicles per Household Average
Kirshner / Black Mtn area	V1P	3.7
Jim Bailey area	V4V	3.0
Rutland area	V1X	2.6
South	V1W	2.4
Glenmore / Clifton area	V1V	2.1
Central area	V1Y	1.7



Purpose-built rental building parking utilization data

- ▶ 8 developments charge monthly fee for parking
- ▶ Reviewed submitted data about available parking spaces per month compared to units vacancy per month.

Transit Frequency



Key Issues and Opportunities

- ▶ Parking reductions
- ▶ Cash-in-lieu of parking
- ▶ Vehicle ownership
- ▶ Rental parking incentives
- ▶ Transit Access

State of Parking Reforms

Presented by Dale Bracewell,
Principal – Mobility Foresight

- ▶ Examples from other jurisdictions
- ▶ Benchmarking

Options for Off-Street Parking Regulations

1. Limit stacking of incentives
2. Change off-street parking relative to access to alternative forms of transportation
3. Modify bicycle parking relative to proximity to ATCs
4. Investigate electrification for bicycles and other micro-mobility
5. Investigate Transit Pass incentives
6. Investigate car-share passes and other car-share funding incentives

Options for Cash-in-Lieu of Parking

- ▶ Apply cash-in-lieu only in areas of parking infrastructure improvements
 - ▶ Downtown, Pandosy, and Rutland
- ▶ Use cash-in-lieu of parking for alternative forms of transportation rather than assisting in funding parkade construction
- ▶ Develop maximums number of stalls eligible for cash-in-lieu
- ▶ Modify or remove cash-in-lieu of parking to take advantage of other cycle, transit, or car-share incentives

Staff Recommendation

- ▶ Council receives for information the parking workshop report
- ▶ Next Steps
 - ▶ Further assessment and consultation on options
 - ▶ Report back to Council with recommendations

Council Workshops - Parking & Transportation Demand Management

City of Kelowna, February 2025

By Dale Bracewell, P.Eng. MBA MASc
Principal, Mobility Foresight



The Simplicity & Complexity of Parking

- Parking from a driver's perspective
- Parking from a regulator's perspective
- Parking from a decision maker's perspective
- From policy, to planning, to infrastructure, to management, to operations
- Diversity of space needs from regular, to accessible, to visitor
- Mismatch between dynamic demand and fixed supply
- Behavioural and cultural shifts
- Evolving best practices

Reformation of Parking in Urban Cities

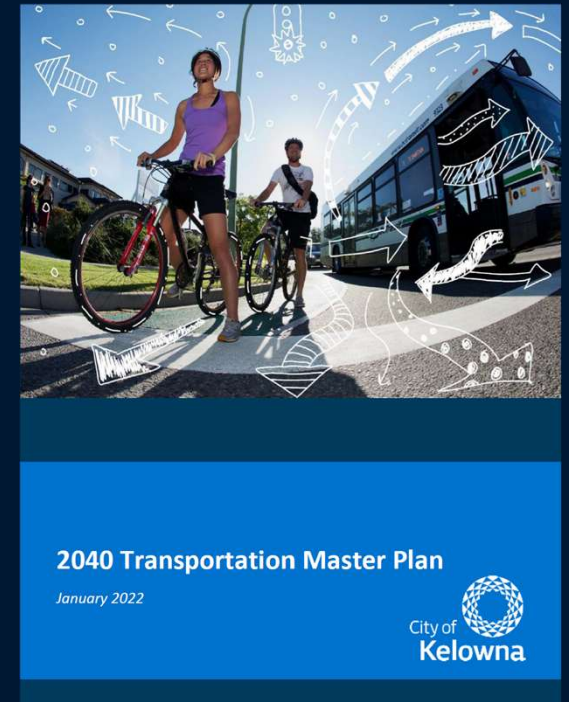
Elimination	of minimum parking (Edmonton, Toronto, Vancouver, Austin)
Creation	of parking maximums (Edmonton, Spokane, Kingston, Saanich)
Integration	of parking with climate and affordable housing goals
Adoption	of technology to improve operations and enforcement
Implementation	of curbside management and pricing strategies
Exploration	of unbundling parking from residential units
Reorientation	of parking revenues to support sustainable modes

Transportation Master Plan 2040

“Kelowna will be a city with vibrant urban centres where people and places are conveniently connected by diverse transportation options that help us **transition from our car-centric culture.**”

The plan sets ambitious yet achievable 2040 targets:

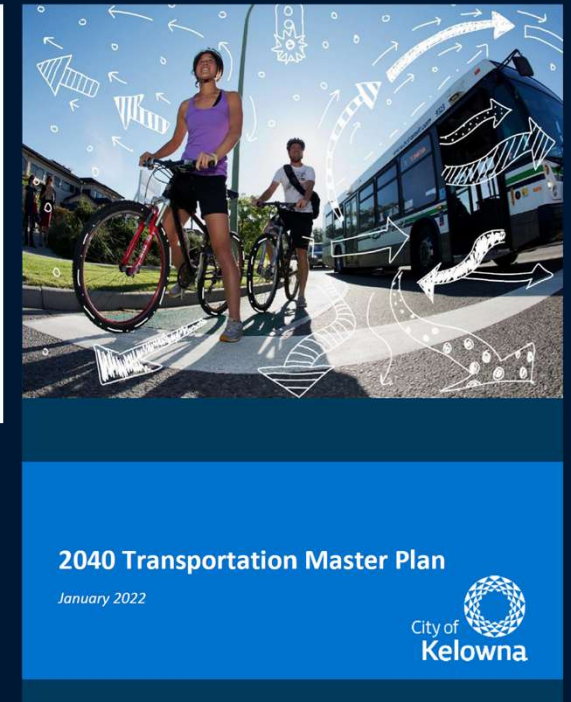
- doubling transit ridership
- quadrupling the number of trips made by bicycle
- reducing the average distance driven/person by 20%



Transportation Master Plan 2040

IMPROVE TRAVEL CHOICES:

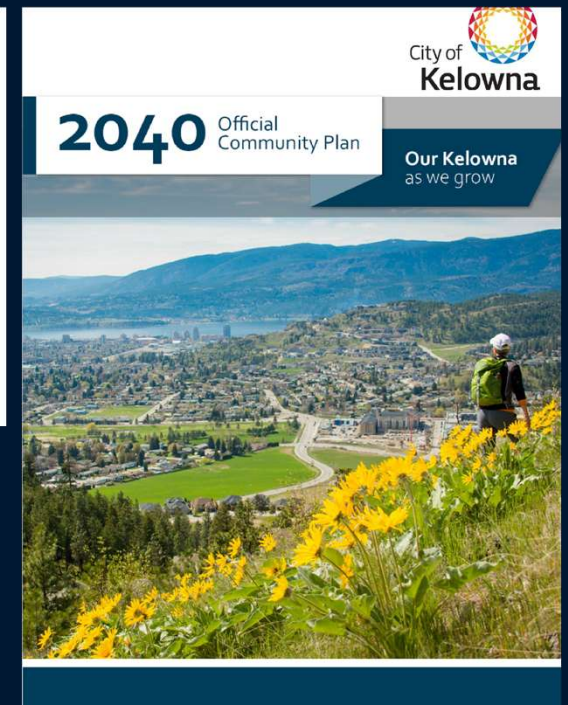
“Ensure residents and visitors have **access to multiple options** for getting around, so that for any given trip, they can choose the option that best meets their needs.”



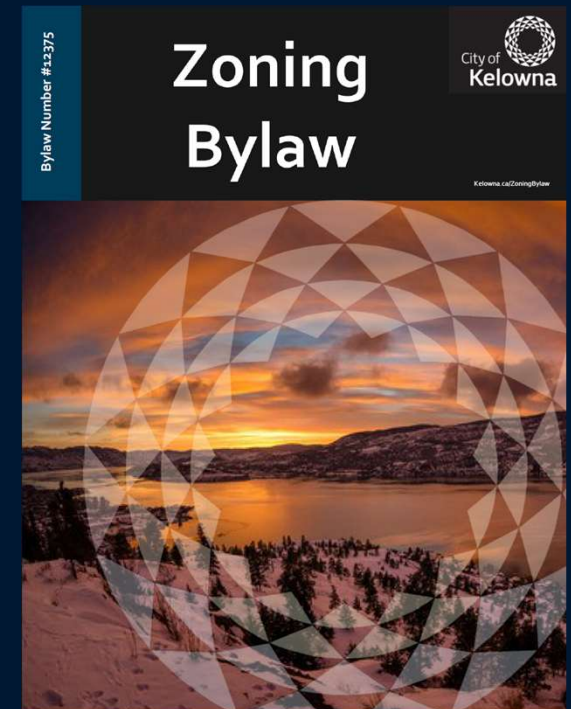
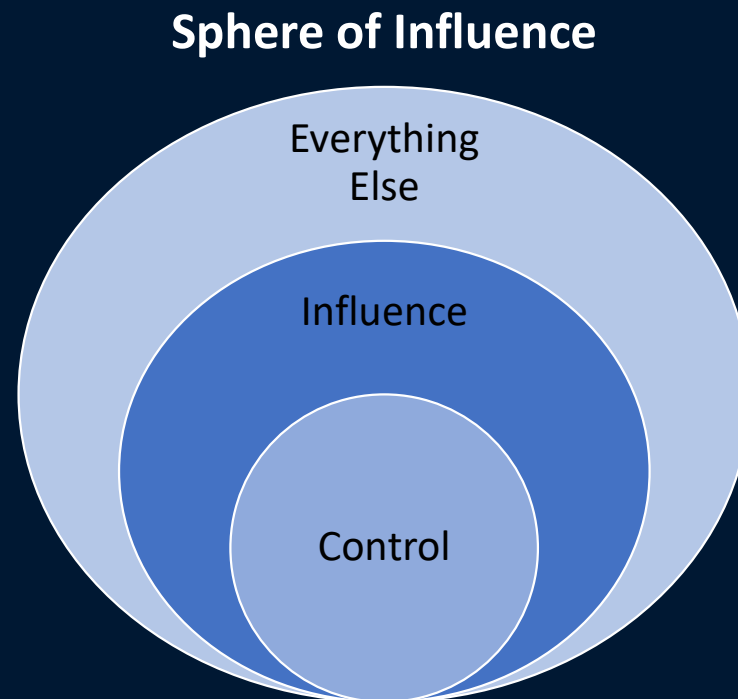
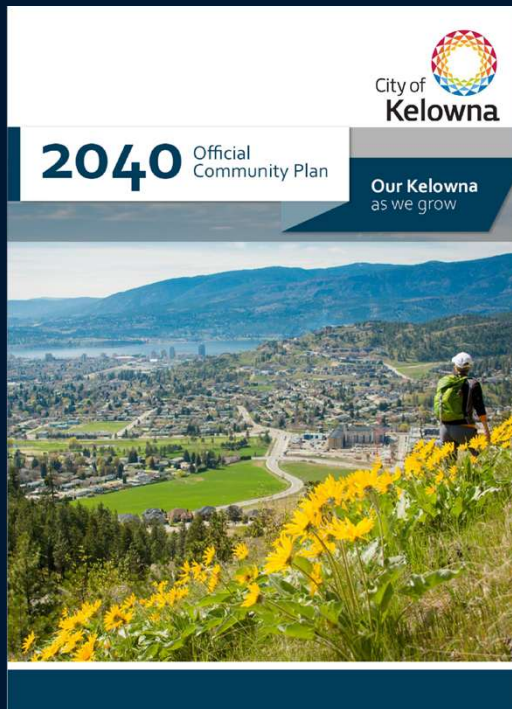
Official Community Plan 2040

PRIORITIZE
SUSTAINABLE TRANSPORTATION
& SHARED MOBILITY:

“Embracing different types of **transportation options** is a key goal of Imagine Kelowna.”

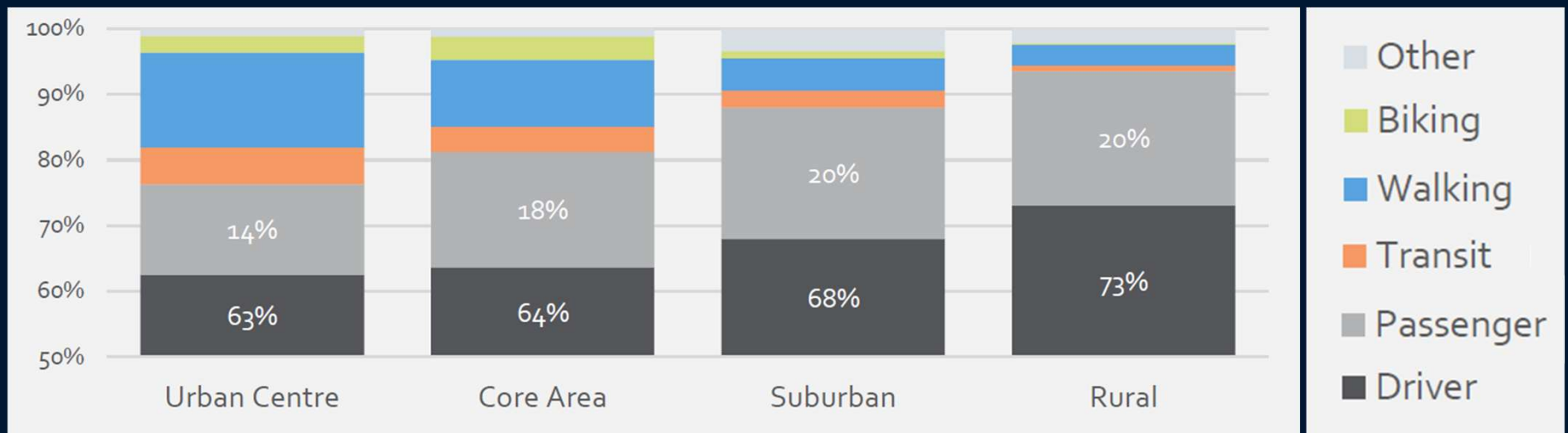


A Growing City is a Changing City



A Spectrum of Mode Shift Opportunities

Neighbourhoods in Urban Centres and Core Area will have more opportunity to **shift modes** than in hillside and outlying areas



Share of trips by mode, fall weekday (2018)

A Spectrum of Mode Shift Opportunities

Neighbourhoods in Urban Centres and Core Area will have more opportunity to **shift modes** than in hillside and outlying areas

Driving Mode Share

	Current (2018)	2040 Target
Citywide	85%	75%
Downtown/Pandosy/Landmark	75%	55%
Midtown	80%	70%
Rutland	85%	75%
Glenmore	90%	85%
The Mission/Southeast Kelowna	90%	90%
North Kelowna	90%	90%
Black Mountain	95%	95%

Parking as an Ecosystem



- On-Street / Off-Street Parking vs. Public / Private Parking
- Storage for weekday commutes / Storage for weekend leisure
- Increase in parking availability / Increase in time searching for parking
- Pricing of parking to encourage / discourage vehicle as a mode choice
- Interconnectedness of parking with other transportation modes
- Places to refuel vehicles to support reducing greenhouse gas emission
- Places to share vehicles to support reduced car dependency
- Future places for bike parking / micromobility / green infrastructure / patios

Off-Street Parking – Supply & Demand Benchmarking

- Residential **parking supply** in strata apartments generally exceed parking demand an average of **18%** to **35%** across the region
- Residential **parking demand** is lower near TransLink's Frequent Transit Network

**The Metro Vancouver
Apartment Parking Study**
Revised Technical Report

Metro Vancouver
Metropolitan Planning, Environment, and Parks
September 2012

Off-Street Parking – Supply & Demand Benchmarking

- Apartment **parking supply** exceeds use across the region
 - For strata apartment buildings, parking supply exceeds utilization by **42%**
 - For market rental apartment buildings, parking supply exceeds utilization by **35%**
- Apartment **parking supply** and use is lower for buildings closer to frequent transit

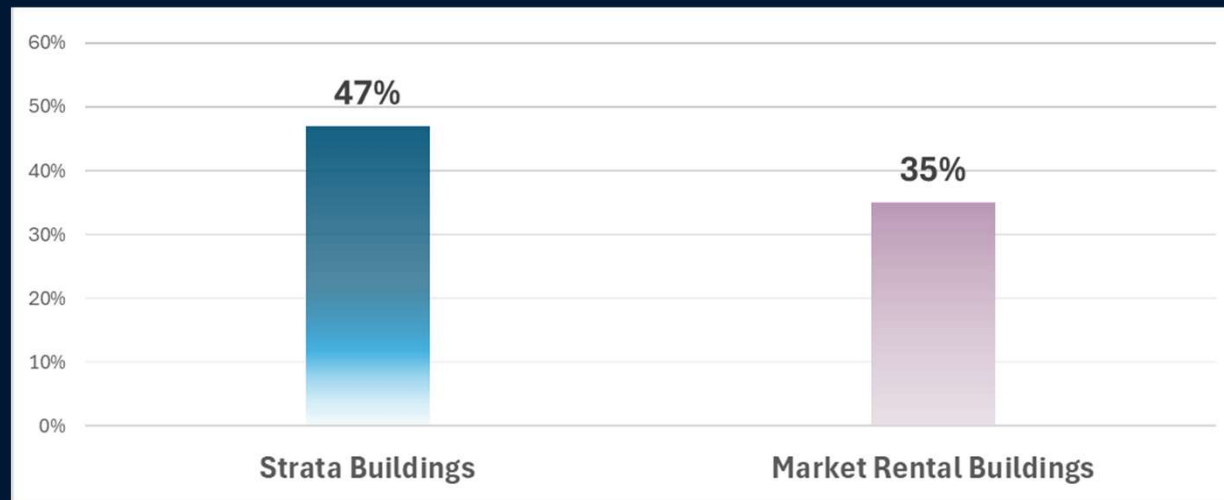
The 2018 Regional Parking Study
Technical Report

Prepared by TransLink and Metro Vancouver
March 2019

Regional Planning Committee

Off-Street Parking – Supply & Demand Benchmarking

“The research reveals that off-street residential parking remains heavily oversupplied from a usage standpoint.”



Source: Regional Parking Strategy – Interim Research Findings and Project Update, Metro Vancouver Regional District Planning Committee, January 9, 2025

Off-Street Parking – Supply & Demand Benchmarking

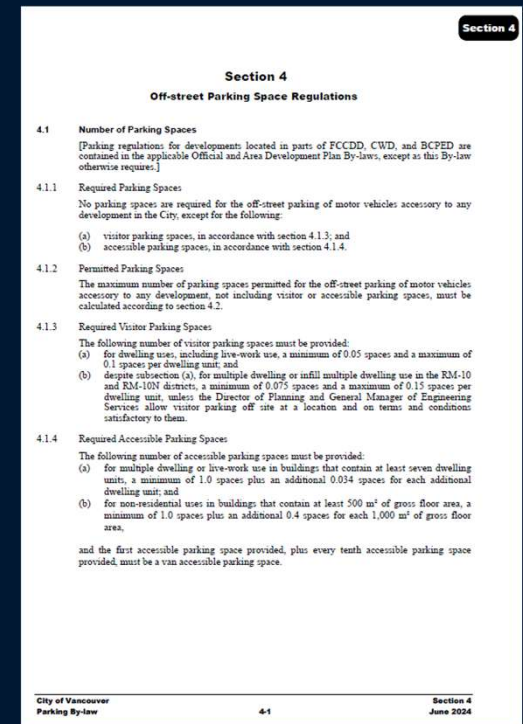
Key findings from new multifamily residential projects outside of the City of Vancouver’s Downtown:

“Parking supply is most dependent on tenure”

“Besides tenure, the provision of parking is most related to proximity to transit than any other factor”

“the availability and price of on-street parking may impact how much off-street parking is constructed”

Source: <https://council.vancouver.ca/20231115/documents/cfsc1.pdf>

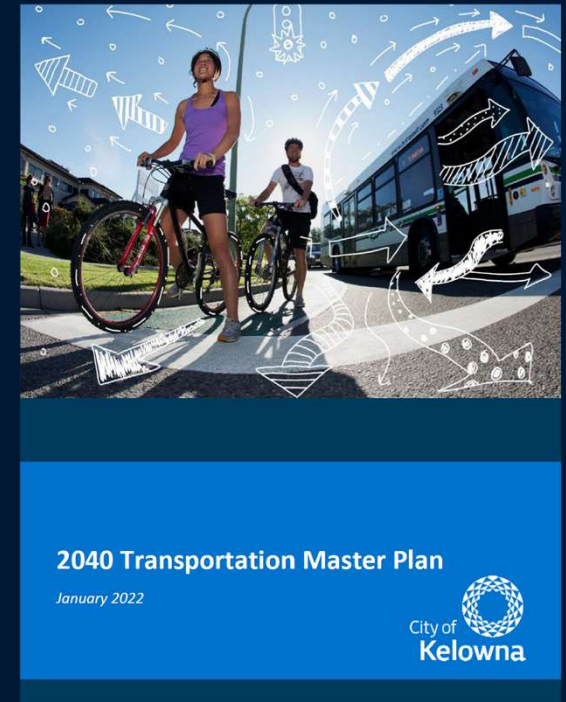


Off-Street Parking – Why Parking Reductions?

“Traditionally, minimum parking requirements have been set on the principle that businesses and residences need to have enough parking stalls to accommodate their busiest times without spilling over to on-street parking. This leads to an **oversupply** of parking”

“There is an opportunity to **better manage** these parking spaces”

Source: Kelowna Transportation Master Plan Existing and Future Conditions Technical Report, August 2019



Off-Street Parking – Why TDM?

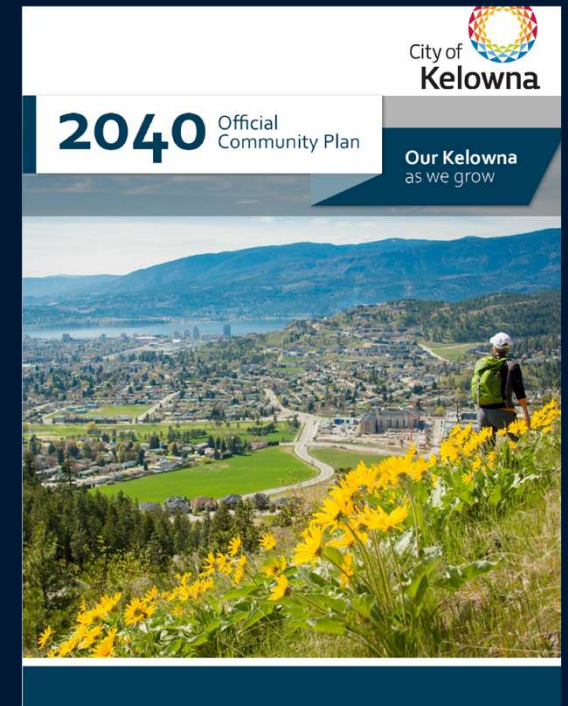


Off-Street Parking – Reductions & TDM

“Adapt and respond to shifting long-term demand for parking facilities”

Consider parking requirement relaxations where:

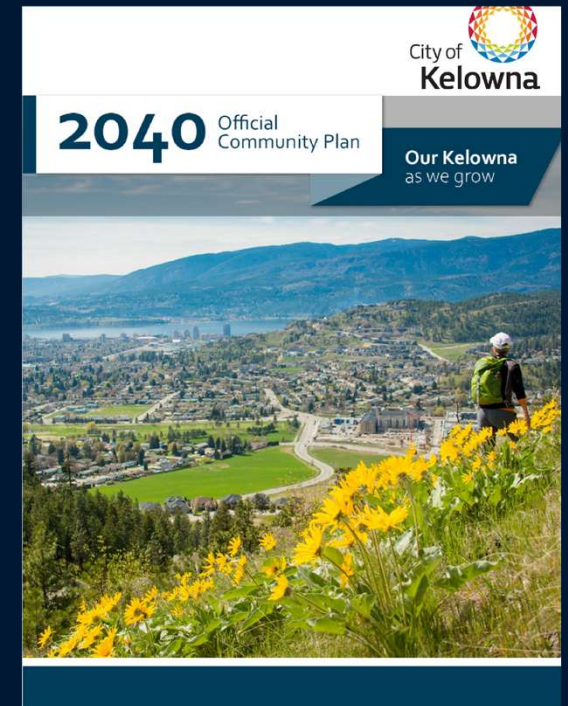
- **Mode share** shifts are anticipated or realized
- A viable car-sharing program is provided
- Additional bicycle parking and end-of-trip facilities



Off-Street Parking – Reductions & TDM

“Adapt and respond to shifting long-term demand for parking facilities”

Discourage oversupplying parking in **Urban Centres** as it promotes car use and detracts from human scale neighbourhoods and pedestrian vibrancy



Off-Street Parking – Reductions & TDM Benchmark

City of Coquitlam:

“introduced in 2012... as voluntary parking reduction options to encourage sustainable modes, ensure that future parking demand is managed and accommodated in our growing communities, and support the development community meeting the on-site parking requirements”

City of Coquitlam
City-Wide Parking Review Phase 2B – TDM, PIL, and Bike Parking Review
January 11, 2021

TDM & PIL Programs

Transportation Demand Management (TDM)
Measures to encourage people to use sustainable transportation modes in lieu of on-site parking

Payment In-Lieu (PIL)
Cash payment in lieu of on-site parking

f t i y in 3/20 Coquitlam

Off-Street Parking – Max & Min Number of Spaces

“The minimum and maximum number of off-street vehicle parking spaces required for each use... is specified in Table 8.3”

Table 8.3 – Required Residential Off-Street Parking Requirements

Location of Residential Development	Required Parking by Unit Type				Visitor Parking Required ^{1, 2}
	Studio Units	1 – bedroom Units	2 – bedroom Units	3 – bedroom or more Units	
Dwelling Units within an Urban Centre Zone ^{5, 8}	Min 0.8 spaces & Max 1.25 spaces per studio	Min 0.9 spaces & Max 1.25 spaces per 1 bedroom	Min 1.0 space & Max 1.5 spaces per 2 bedroom	Min 1.0 space & Max 1.5 spaces per 3 bedroom	Min 0.14 spaces & Max 0.2 spaces per dwelling unit
Dwelling Units within a Village Centre Zone	Min 0.9 spaces & Max 1.25 spaces per studio	Min 1.0 space & Max 1.25 spaces per 1 bedroom	Min 1.1 spaces & Max 1.6 spaces per 2 bedroom	Min 1.4 spaces & Max 2.0 spaces per 3 bedroom	Min 0.14 spaces & Max 0.2 spaces per dwelling unit
Dwelling Units within the MF1 Zone ⁸	Min 1.0 space & Max 1.5 spaces per studio ¹⁰	Min 1.0 space & Max 1.5 spaces per 1 bedroom ¹⁰	Min 1.0 space & Max 1.5 spaces per 2 bedroom ¹⁰	Min 1.0 space & Max 2.0 spaces per 3 bedroom ¹⁰	n/a
Dwelling Units for lots fronting a Transit Supportive Corridor ^{8, 9}	Min 0.9 spaces & Max 1.25 spaces per studio	Min 1.0 space & Max 1.25 spaces per 1 bedroom	Min 1.1 spaces & Max 1.6 spaces per 2 bedroom	Min 1.4 spaces & Max 2.0 spaces per 3 bedroom	Min 0.14 spaces & Max 0.2 spaces per dwelling unit
Dwelling Units for lots within the Core Area ^{8, 9}	Min 1.0 space & Max 1.25 spaces per studio	Min 1.2 spaces & Max 1.6 spaces per 1 bedroom	Min 1.4 spaces & Max 2.0 spaces per 2 bedroom	Min 1.6 spaces & Max 2.2 spaces per 3 bedroom	Min 0.14 spaces & Max 0.2 spaces per dwelling unit

Zoning Bylaw No. 12375

8.2 Off-Street Parking Regulations

Off-Street Parking – Max & Min Benchmarking

District of Saanich

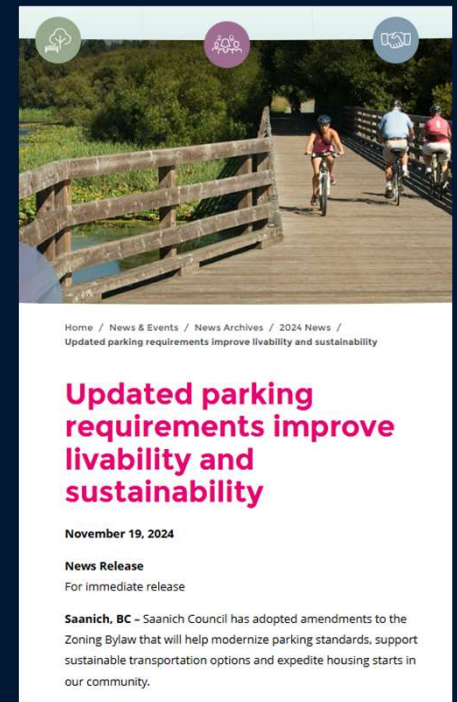
“For 12 units or less, parking **minimums** are lowered to one stall per unit”

“For more than 12 dwelling units current parking minimums... are converted to parking **maximums**”

City of Surrey

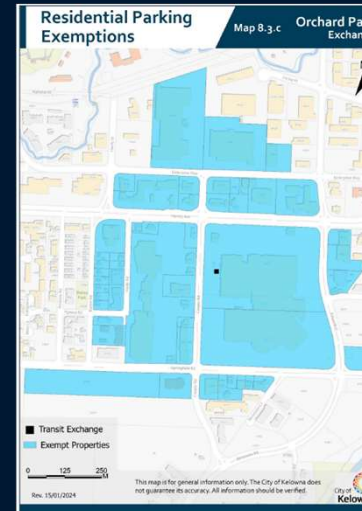
“The new **maximum**, in addition to the **minimum** requirement, effectively establishes a parking requirement range”

Source: https://www.surrey.ca/sites/default/files/corporate-reports/CR_2021-R027.pdf



Off-Street Parking – Max & Min Number of Spaces

Lots in a **Transit Oriented Area...**
have no minimum residential parking requirement



Off-Street Parking – Reduced Number of Spaces

The minimum number of off-street vehicles parking spaces required... may be reduced as per the following incentives (which may be combined):

- Rental Housing: Up to **20%** in an Urban Centre or up to **10%** outside
- Car-Share: Up to **20%** in an Urban Centre, Core Area, or Village Centre
- Bike Parking: Up to **20%** in an Urban Centre, Core Area, or Village Centre (maximum of five parking spaces)

Zoning Bylaw No. 12375

8.2 Off-Street Parking Regulations

Off-Street Parking – Reduced Number of Spaces

In lieu of providing the required number of off-street parking spaces... a property owner within an **Urban Centre** may pay to the City a sum of money equal to the number of parking spaces not provided...



Bulletin: Payment in Lieu of Parking Fees 2023-2024

Urban Centre	2023-2024 Rates (June 1 st to June 1 st)
City Centre (Downtown) Urban Centre	\$37,391.00
Midtown Urban Centre	\$37,391.00
South Pandosy Urban Centre	\$37,391.00
Rutland Urban Centre	\$10,764.00
Capri/Landmark Urban Centre	\$37,391.00

Off-Street Parking – Reduced Spaces Benchmarking

City of Coquitlam

- Up to **5%** of the required on-site parking with TDM measures
- An additional **5%** within shoulder area or **10%** within core area with Payment In Lieu, if TDM measures have been secured

City of Coquitlam
City-Wide Parking Review Phase 2B – TDM, PIL, and Bike Parking Review
January 11, 2021

PIL Program Recommendation
Parking Stall Value

Allowable Off-street Parking Reduction (%)	TOD Core Area Parking Stall Value	TOD Shoulder Area Parking Stall Value
Up to 5%	\$20,000	\$25,000
5% to 10%	\$30,000	\$35,000
10% to 15%	\$35,000	Not Permitted

f t @ y ln 15/20 Coquitlam

Off-Street Parking – Reduced Spaces Benchmarking

City of Surrey

- Allow minimum parking requirements to be reduced up to **10%**
- An additional **10%** when TDM measures are provided

City of Richmond

- May be reduced to a maximum of **20%** where City secures TDM measures

City of Abbotsford

- The maximum allowable reduction to required off-street parking is **20%**

City of Kamloops

- Cash-in-lieu parking reductions shall not exceed **10%** of stalls required

Off-Street Parking – PIL to Fund Sustainable Choices

Downtown Area Parking Plan and Bylaw Updates (2019)

“Funds collected to satisfy parking space requirements must be placed in a reserve fund for the purpose of providing off-street parking spaces or transportation infrastructure that supports walking, bicycling, public transit...”

Guiding Principles for Parking Management

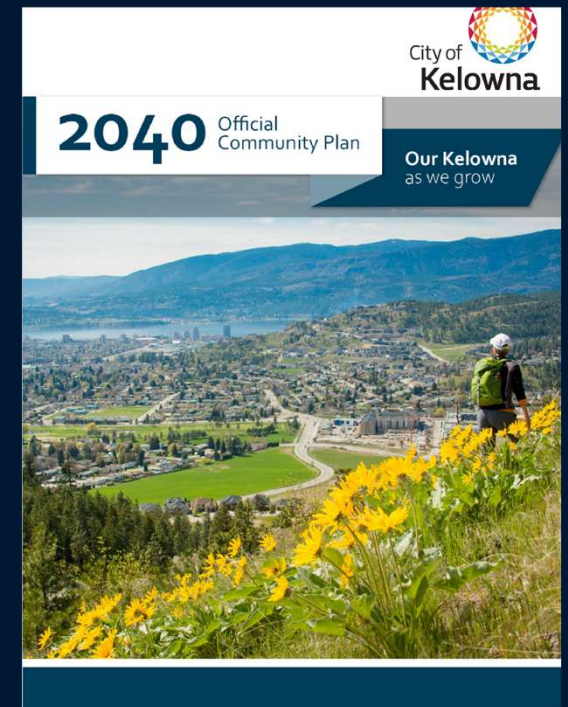
- P FOCUS ON EXCELLENT SHORT-TERM PARKING**
The City's goal is to provide better short-term public parking and move away from being the primary provider of long-term parking.
- \$ SELF-FUNDED PARKING SYSTEM**
There are many costs associated with parking: infrastructure, maintenance, equipment, enforcement, upgrades, customer service applications, replacement, land acquisition, management and more. The parking system must continue to pay for itself so taxes are not used for future initiatives or infrastructure.
- CUSTOMER SERVICE AND FAIRNESS**
Payment options, fair practices and real-time information make parking more accessible, easier to find, eases (or lessens) enforcement and supports active business areas and balanced neighbourhoods.
- WORK WITH INSTITUTIONS, BUSINESSES AND DEVELOPERS**
Parking policies must coordinate with the private and institutional sectors to ensure efficient and economical ways to address parking and transportation needs.
- SUPPORT A MORE BALANCED TRANSPORTATION SYSTEM**
Parking is part of the larger transportation picture. We need to get serious about discouraging single-occupant vehicle congestion and encouraging other ways to travel. Inexpensive and plentiful parking will not encourage people to use transit, walk or cycle.

kelowna.ca

Off-Street Parking – PIL to Fund Sustainable Choices

“Adapt and respond to shifting long-term demand for parking facilities”

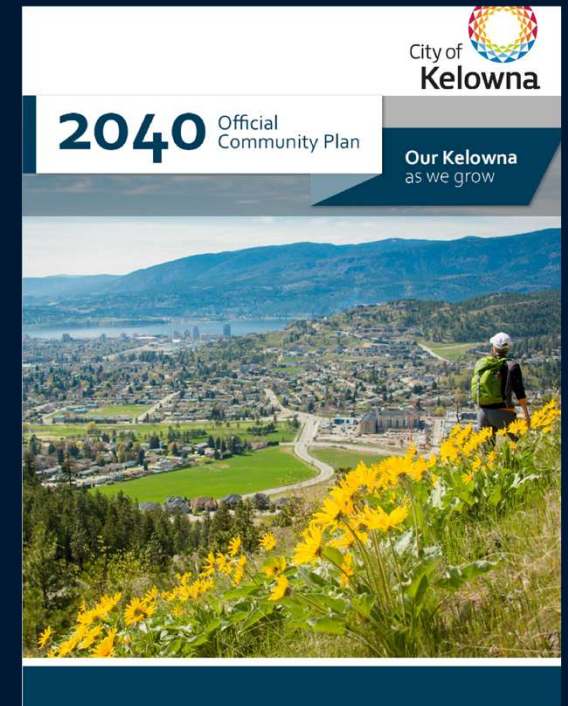
Explore changes to cash-in-lieu parking programs to prioritize funding of **sustainable transportation** options over parking investments to support climate action and **Urban Centre** development



Off-Street Parking – PIL to Fund Sustainable Choices

“Adapt and respond to shifting long-term demand for parking facilities”

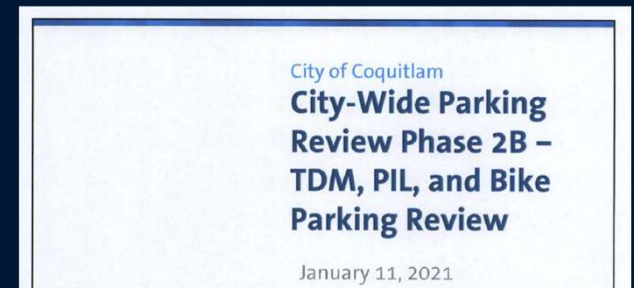
Explore opportunities to expand cash-in-lieu parking program to **Core Area** neighbourhoods to fund **sustainable transportation** priorities and support climate action



Off-Street Parking – PIL Fund Benchmarking

City of Coquitlam

- Previous distribution:
 - **80%** towards Off-Street Parking
 - **20%** to Active Transportation modes
- Revised (current) distribution:
 - **50%** towards Off-Street Parking
 - **50%** to Active Transportation modes



Program	Current	Proposed
Requirement	Voluntary program	Voluntary program
Reduction	5 –10% Parking Reduction	Up to 15% Parking Reduction
Parking Stall Value	\$20,000	\$20,000 to \$35,000
Funding	80% Off-street Parking 20% Active Transportation Modes	50% Off-street Parking 50% Active Transportation Modes

Off-Street Parking – PIL Fund Benchmarking

City of Surrey

- **50%** to the Alternative Transportation Infrastructure Reserve Fund
- **50%** to the Off-Street Parking Reserve Fund

City of Kamloops

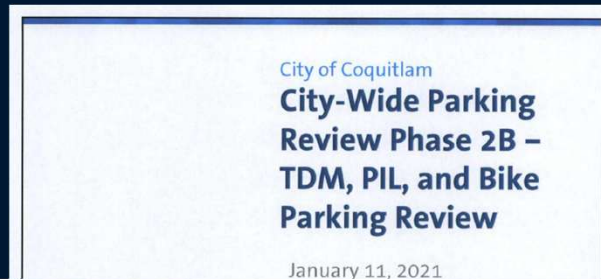
- **100%** into the Public Transportation and Pedestrian Upgrade Reserve

City of Vancouver *(prior to the elimination of parking minimums)*

- Commercial or industrial PIL funds are directed to... Off-Street Parking
- Residential PIL funds are transferred to... Green Transportation reserve

Off-Street Parking – Benchmarking Mandatory TDM


City of Coquitlam

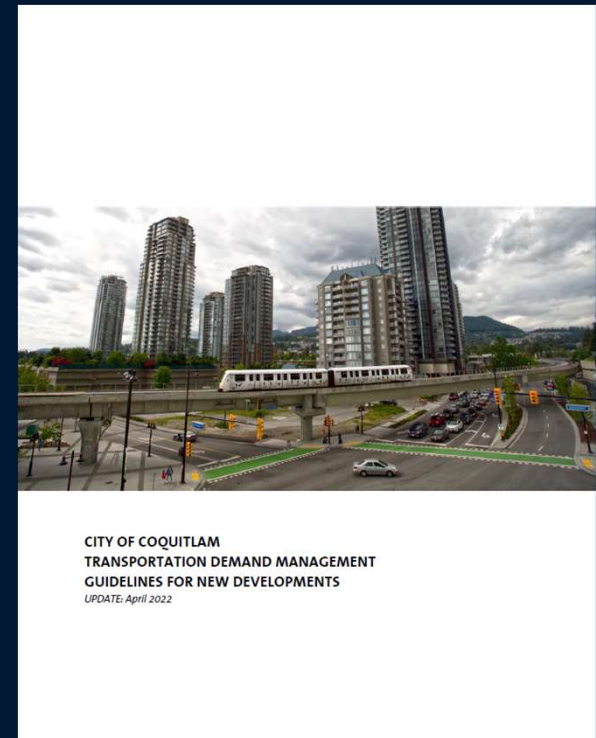


TDM Recommendations

Program	Current	Proposed
Requirement	Voluntary program	Mandatory program
Reduction	Up to 5% parking reduction	No further parking reduction*
Measure	Value of TDM <ul style="list-style-type: none"> \$20,000 per # of reduced stalls 	Value of TDM <ul style="list-style-type: none"> Residential \$1,100 per DU Commercial/Office \$1,700 per 100 sq.m GFA
Plan	Voluntary Contribution: <ul style="list-style-type: none"> TDM monitoring Travel information packages Parking wayfinding signage 	Required Contribution: <ul style="list-style-type: none"> TDM monitoring <ul style="list-style-type: none"> Residential: \$20 per DU Commercial/Office: \$25 per 100 sq.m GFA Travel information packages Parking wayfinding signage

* Residential parking requirements recently reduced;
 Commercial/office parking requirements proposed to be reduced.


11/20
Coquitlam



Off-Street Parking – Benchmarking Mandatory TDM

City of Coquitlam

Current TDM Measure	Details	Applicable Land Uses			
		Residential Strata	Residential Rental	Commercial	Office
Carshare Memberships	Provide annual carshare memberships and driving credits	✓	✓	✓	✓
Public Transit	Provide subsidized transit passes for residents and employees	✓	✓	✓	✓
Electric Bicycle	Provide an electric bicycle to resident	✓	-	-	-



Carshare complements sustainable travel modes like public transit, walking and cycling, and alleviates potential parking demand in the neighbourhood by reducing vehicle ownership. Future development applicants are required to:

- Arrange with carshare provider to provide memberships to future residential, commercial and/or office units where suitable. Note that currently arrangements with Modo carshare operator has been accepted. Other carshare may be proposed and reviewed by City Staff.
- Consult/discuss with carshare provider to confirm vehicle is provided within neighbourhoods.



Public Transit provides basic mobility service to all others without access to a car. It reduces road congestion and parking demand while encouraging sustainability through alternative travel modes including walking. Future development applicants are required to:

- Arrange with the Compass Group at TransLink to arrange for funds to be used towards subsidized future transit passes.
- Discuss with the Compass to confirm the agreement to distribute funds.



Electric Bicycle (E-Bike) encourages cycling as an active travel mode. It can reduce traffic congestion and demand on parking while promoting health, environmental and economic benefits. Future development applicants are required to:

- Consult with an E-Bike provider to provide an E-Bike to a future resident.

Off-Street Parking – Benchmarking Mandatory TDM

City of Vancouver: Summary of TDM Plans

- Plan A – Transit Passes
- Plan B – Bike Infrastructure
- Plan C – Shared Mobility
- Plan D – Unbundled Parking

Bulletin

Transportation Demand Management for Developments

Effective January 1, 2019
Last amended June 30, 2024
Authority: Director of Planning

TDM Plan A Transit Passes	TDM Plan B Bike Infrastructure Package	TDM Plan C Shared Mobility Package	TDM Plan D Unbundled Parking Pilot Program
Monthly transit passes for <u>5 years</u>	<p>40% additional Class A bicycle parking spaces</p> <p>10% additional lockers</p> <p>5% additional oversized bicycle parking spaces</p> <p>Weather-protected Class B bicycle parking spaces</p>	<p>Car share vehicles and spaces for <u>3 years</u></p> <p>Mobi All Access Passes for <u>3 years</u></p> <p>Monthly transit passes for <u>3 years</u></p>	<p>Participate in a <u>pilot program</u> to provide parking spaces for lease only, not to purchase.</p> <p>Applicable only to applicants with strata components.</p>

Source: City of Vancouver @ <https://guidelines.vancouver.ca/bulletins/bulletin-transportation-demand-management-for-developments.pdf>

Off-Street Parking – Benchmarking Mandatory TDM

District of Saanich: Summary of TDM Plans

- The measures within each TDM plan were selected based on several factors including:
 - expected density & building form
 - proximity to the active transportation network
 - proximity to frequent transit service



Off-Street Parking – Benchmarking Mandatory TDM

District of Saanich: Summary of TDM Plans

- Plan A – Transit
- Plan B – Cycling
- Plan C – Carshare
- Plan D – Unbundled Parking

TDM Plan A – Transit Package <ul style="list-style-type: none">i. Provide one monthly BC Transit pass, through the EcoPASS program or its successor in function for BC Transit, for a minimum of a 3-year term for every dwelling unit; andii. New residents shall be provided with a welcome packet containing tailored marketing information about specific transit routes and schedules associated with the project site.
TDM Plan B – Cycling Package <ul style="list-style-type: none">i. Provide 30% additional Class I bicycle parking spaces above the minimum requirements set out in Table 7.4;ii. Provide energized outlets to 50% of Class I bicycle parking spaces; andiii. Provide 15% additional non-standard bike parking spaces.
TDM Plan C – Carshare Package <ul style="list-style-type: none">i. Provide membership to a two-way carshare service for every dwelling unit for 3 years; andii. Provide a minimum of one carshare vehicle and exclusive-use parking space for every 50 dwelling units.<ul style="list-style-type: none">a. The property owner shall provide a letter of intent from a two-way carshare vehicle service operator is required with the TDM Plan, indicating their willingness to supply and operate the carshare vehicles on the site upon building occupancy for a period of at least 3 years. The letter should indicate acceptance of the general location, configuration, and accessibility of the carshare vehicle space(s).
TDM Plan D – Unbundled Parking Package <ul style="list-style-type: none">i. Unbundle parking from all dwelling units that are to be sold separately from the dwelling units.

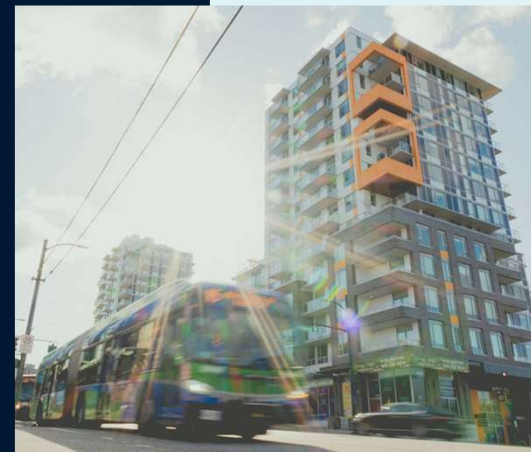
Off-Street Parking – Benchmarking Mandatory TDM

District of Saanich: TDM Plan A – Transit Requirements

- Align with BC Transit’s EcoPASS program
- Provide every dwelling unit access to one monthly Adult pass for a minimum 3-year term
- Provide new residents with a transit welcome packet within 30 days of occupancy

Benefits to Developers

- Reduce development costs from less parking infrastructure
- Lower costs for onsite parking administration and maintenance
- Increase housing affordability
- Contribute towards sustainable/green building ratings
- Increase attractiveness and marketability
- Support the achievement of municipal TDM requirements (if applicable)



Compass for Developments Program



Off-Street Parking – Benchmarking Mandatory TDM

District of Saanich: TDM Plan B - Cycling Requirements

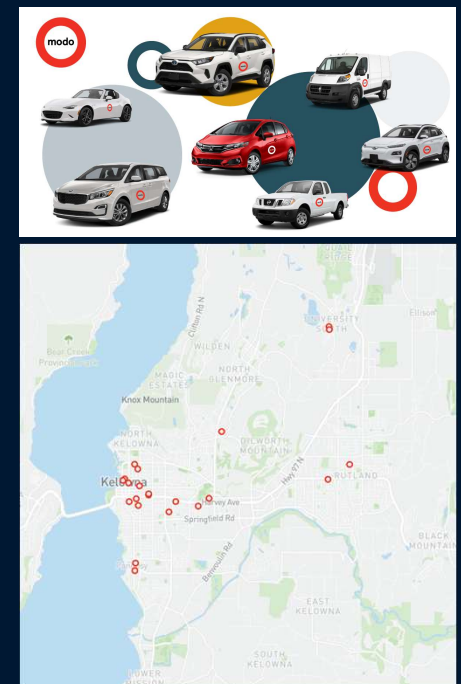
- Provide a secure bicycle repair station, otherwise known as a bike kitchen, within the building



Off-Street Parking – Benchmarking Mandatory TDM

District of Saanich: TDM Plan C - Carshare Vehicle Requirements

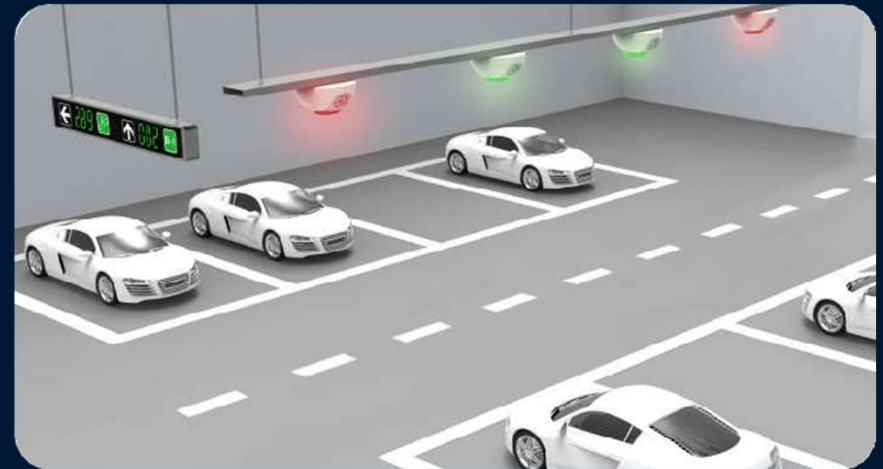
- Provide membership to a two-way carshare service for every dwelling unit, for the lifetime of the building
- Provide at least the following number of carshare vehicles and corresponding exclusive-use parking spaces:
 - a) One carshare vehicle + parking space... 99 or fewer units
 - b) Two carshare vehicles + parking spaces... 100-149 units
 - c) Three carshare vehicles + parking spaces... 150-199 units
 - d) Four carshare vehicles + parking spaces... over 199 units



Off-Street Parking – Benchmarking Mandatory TDM

District of Saanich: TDM Plan D - Unbundled Parking Requirements

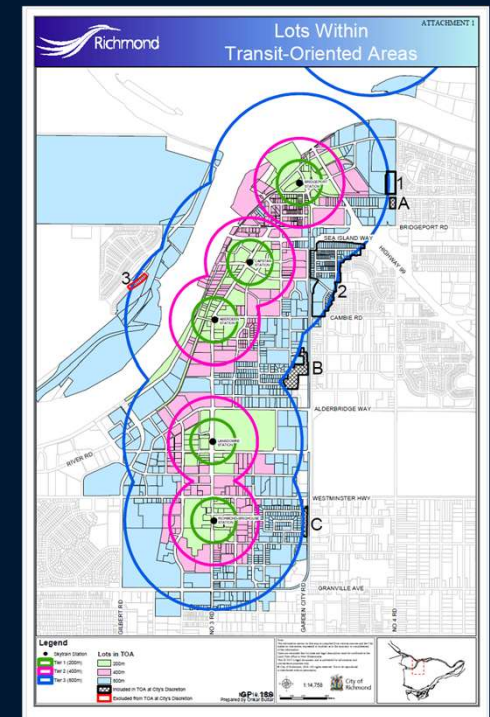
- Unbundle parking from all dwelling units that are to be sold or leased separately from the dwelling units
- Inclusive of strata and rental



Off-Street Parking – Benchmarking Mandatory TDM

City of Richmond

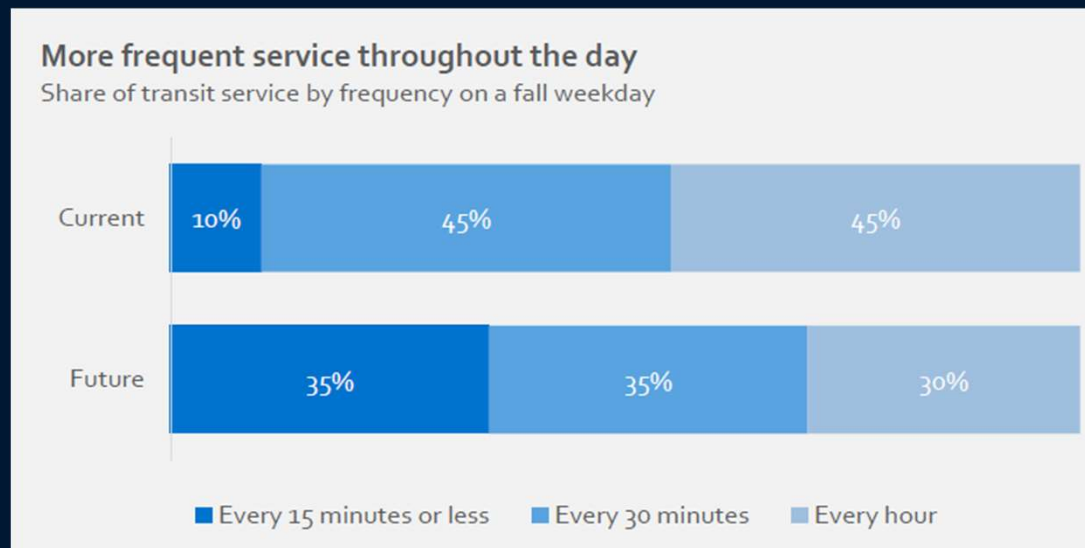
- Mandatory TDM requirements for all residential developments in a Transit Oriented Area (TOA)
- TDMs required in TOAs include:
 - transit passes; car share parking spaces; bicycle parking; bicycle maintenance facility
- Establishing a **TDM Reserve Fund**, reflecting Bill 16
 - Broadens the City's implementation of TDM



Additional Off-Street Parking Considerations

“Growing around transit corridors is one of the key pillars” (OCP 2040)

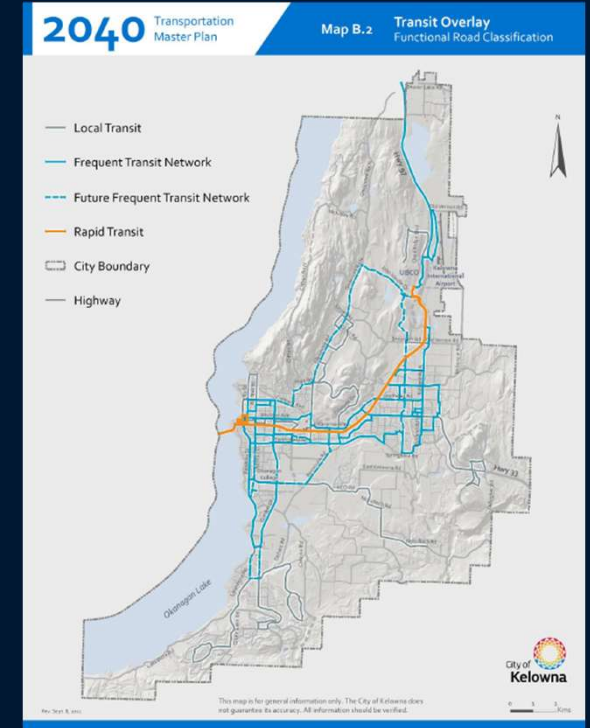
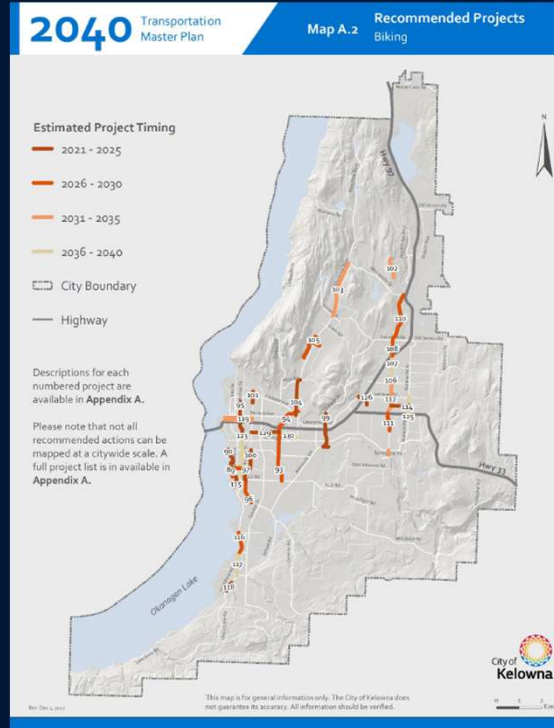
“Frequency of service is a key factor in attracting riders” (TMP 2040)



Additional Off-Street Parking Considerations

CITY OF KELOWNA'S 10-YEAR CAPITAL PLAN Building a City of the Future 2025 -2034

Active Transportation	Total Cost
Abbott St	12,919
Bertram St	8,489
Ethel St (Rail Trail - Cawston)	3,877
Leon Ave & Lawrence Ave (Waterfront - Ethel)	15,225
Pandosy Village (Raymer - Abbott)	4,102
Rutland Neighbourhood	2,000
Transit	
Mission Recreation Transit Exchange & Mobility Hub	3,750
Okanagan College Exchange Capacity Expansion	2,300
Orchard Park Exchange	17,449
Rutland Park & Ride, Mobility Hub, Operations Facility	2,992
YLW Transit Hub	3,010





MOBILITY
FORESIGHT