

September 12, 2019
04-18-0322

Daniel Eagling
Cook and Yates Limited Partnership
C/O Chard Development

VIA E-MAIL: DEagling@charddevelopment.com

Dear Daniel:

**Re: Yates & Cook Mixed-Use
Parking Rationale**

Bunt & Associates has completed the following Parking Rationale for the proposed Cook Street Plaza development located at the corner of Cook Street and Yates Street in Victoria, BC.

This report includes the results of a parking demand analysis and compares the results with the City's parking bylaw requirements. The report then provides a parking relaxation strategy for the proposed development based on shared parking and a suite of TDM measures which have been committed to.

Please do not hesitate to contact us with any questions you may have.

Yours truly,
Bunt & Associates

Tyler Thomson, MURB MCIP RPP PTP
Associate | Transportation Planner

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cc. Peter Carter

1. INTRODUCTION

Chard Development submitted a combined Rezoning and Development Permit Application in late 2018 for the proposed Cook Street Plaza development located at the corner of Cook Street and Yates Street in Victoria, BC. Since that time, Chard has been refining the project design based on feedback from the City and subsequent changes in programming.

In particular, while the proposed parking supply was originally intended to meet the City's Schedule C requirements, the current plan reflects a reduced parking supply and therefore is required to be supported by a parking rationale. The following outlines the current development plan and statistics proposed as it relates to the City's parking requirements, parking demand analysis based on observations for the existing medical building, shared parking review, and proposed TDM measures in support of the parking relaxation being sought.

2. DEVELOPMENT PLAN & PARKING REQUIREMENT

2.1 Development Plan

The site is comprised of three development parcels:

- Parcel A: southwest corner of the site comprised of a 13 storey residential tower with ground floor commercial, and daycare space on the second level.
- Parcel B: west half of site comprised of a new 6-storey inclusionary affordable housing building fronting onto Johnson Street with a shared common pedestrian/plaza space in the centre.
- Parcel C: an existing 6-storey medical services building (which would receive cosmetic upgrades)

Table 2.1 summarizes the current relevant development statistics by parcel and land use. This information is used to confirm the parking supply requirements for the project in the context of the proposed parking relaxation.

Table 2.1: Development Content

LOT	LAND USE	QUANTITY
Parcel A	Residential - Condominium	113 units
	Restaurant	442.56 m ²
	CRU	272.31 m ²
	Daycare	382.65 m ²
Parcel B	Residential – Inclusionary Affordable Housing	104 units
Parcel C	Medical Office	4,211.16 m ²
	Restaurant	124.35 m ²
	CRU	76.30 m ²

The project is proposing to provide parking as follows:

- Residential Condominium: 73 spaces
- Residential Inclusionary Affordable Housing: 59 spaces
- Residential Visitor: 6 spaces
- Car Share: 2 spaces
- Commercial (Restaurant; CRU; Daycare): 7 spaces
- Medical Building: 100 spaces

Total: 247 spaces

A total of 247 parking spaces are planned for the development across the three parcels. This is reviewed against the City's parking requirement below.

2.2 City of Victoria Parking Requirement

Parcel A (mixed-use building) is located in the "Core Area" geography as defined in Figure 1 of Schedule C of the City's Zoning Bylaw, while Parcels B (inclusionary affordable housing building), and C (medical building) are located in the "Other Areas". These locations have the highest vehicle parking requirements in the City. **Table 2.2** summarizes the City of Victoria's bylaw parking requirements for the development as compared with the proposed supply.

Table 2.2: Vehicle Parking Supply Requirement & Provision

LOT	LAND USE	DENSITY	BYLAW RATE	BYLAW SUPPLY REQUIREMENT	PROVIDED	DIFFERENCE
Parcel A	Residential – Market Condominium (Core)	62 units < 45 m² 23 units > 45 m², < 70 m² 28 units > 70 m²	0.65 per unit 0.80 per unit 1.20 per unit	92	73	-19
	Restaurant	442.56 m²	1 per 40 m²	11	7	-11
	CRU	272.31 m²	1 per 80 m²	3		
	Daycare	382.65 m²	1 per 100 m²	4		
	Condominium Visitors	113 units	0.10 per unit	11	8*	-3
	Sub-Total			121	88	-33
Parcel B	Residential – Inclusionary Affordable Housing (Condominium Other)**	61 units < 45 m² 28 units > 45 m², < 70 m² 15 units > 70 m²	0.85 per unit 1.00 per unit 1.45 per unit	102	59	-43
	Affordable Visitors	104 units	0.10 per unit	10	0	-10
	Sub-Total			112	59	-53
Parcel C	Medical Office	4,211.16	1 per 37.5	112	100	-20
	Restaurant	124.35 m²	1 per 20 m²	6		
	CRU	76.3 m²	1 per 37.5 m²	2		
	Sub-Total			120	100	-20
	TOTALS			353	247	-106

*includes 2 car-share

**Proposed Inclusionary Affordable Housing calculated per "Condominium – Other Areas" rates as directed by City.

As shown, the development is now proposing a parking supply of 247 spaces which is a reduction of 106 spaces from the bylaw requirement.

The boundaries for the City's "Other Areas" geography in Schedule C seem to be somewhat arbitrarily drawn as it relates to the subject site, and for Parcels B and C in particular considering that the adjacent Parcel A is within the Core Area directly adjacent and with a shared parking facility. As such, we would recommend that the City consider allowing the application of the Core Area parking rates to Parcels B and C, which would reduce the bylaw requirement by a further 22 spaces for residential uses (Parcel B), and 32 spaces for medical office/restaurant/CRU uses (Parcel C) which would then result in an overall shortfall of 52 spaces.

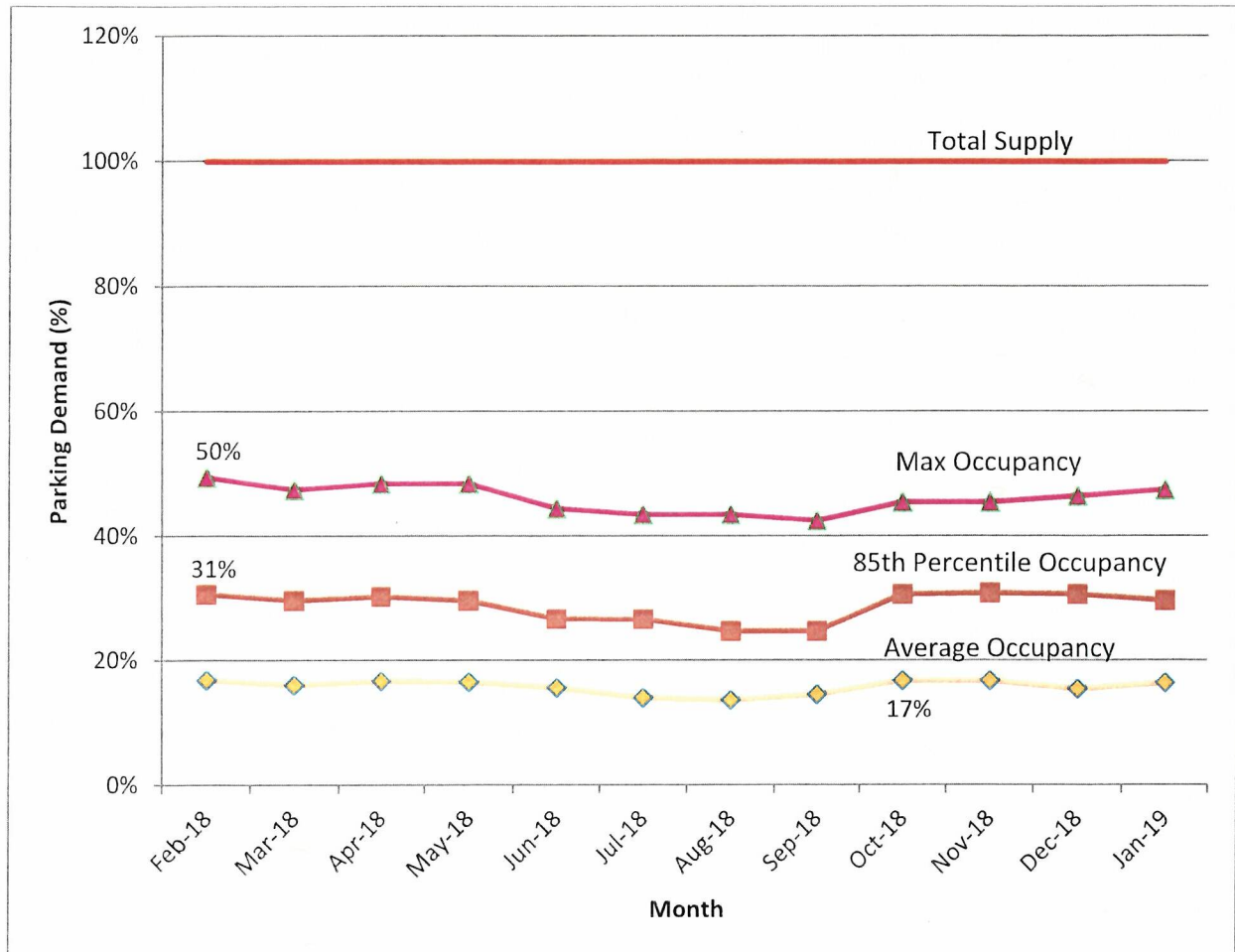
The following demonstrates the parking demand for the medical building is significantly less than both the requirement and the provided amount, and that the expected surplus could be used as shared parking with the residential visitor requirements. Section 4 will outline some TDM measures that could be used to support the requested variance for the residential components.

3. PARKING DEMAND ANALYSIS

3.1 Existing Medical Building Parking Demand

An analysis of the existing parking demand for the surface parking lot associated with the medical building was performed to understand the practical demand for parking related to the land use. Annual parking demand data between February 2018 and January 2019 was obtained from Chard Development Ltd. (via Robins Parking) to generate a parking demand profile as shown in **Figure 3.1**.

Figure 3.1 Peak Parking Demand – Month of Year



The figure shows parking demand profiles for maximum occupancy, 85th percentile occupancy and average occupancy per hour for each of month of the analysis period. The figure reveals the maximum occupancy of the parking lot was 50% which occurred in February, 2018. The total supply at this parking lot is 101 spaces. Therefore, the peak peaking demand is 51 spaces, which leaves the parking lot with 50 unused parking spaces under peak demand conditions. These demand profiles were subsequently verified independently by Bunt through parking surveys conducted in July 2019 which noted a peak demand below 50%.

As such, the proposed supply of 100 spaces would leave a surplus of approximately 50 spaces which could thereby be reallocated to residential uses (including for residential visitor use) if deemed appropriate from a market perspective.

Further, the nature of office parking demand and residential visitor parking demand is such that their peak use periods tend to counter balance one another (i.e. office peak during day, and residential visitor peak in the evening). This could also be said of daycare and retail uses. Therefore the notion of shared parking as a means of reducing the parking relaxation gap is described in more detail below.

3.2 Shared Parking Review

With differing anticipated peak parking demand between the medical office and residential visitor users, there is an opportunity to share, or mix the parking spaces allocated to these uses. Similar synergies exist for daycare (i.e. 10% utilization during daytime) and retail uses (i.e. ~80% utilization during daytime) as well.

Office uses typically peak during the weekday daytime period around mid-day (i.e. at which times the visitor demand is at around 20%), whereas residential visitor demands are known to peak in the evenings after 9pm (i.e. when office demand is below 5%). Shared parking is a common parking management strategy to better utilize parking structures (i.e. "right-sizing") with the goal of sharing a single parking space to serve more than one individual use at different, non conflicting times of the day. This is done by providing sufficient parking from a demand perspective through the sharing of spaces, thus limiting the negative aspects surrounding land and other resources dedicated to parking.

A review of time-of-day variations in parking demands for residential visitors and office was based on guidance presented in the Urban Land Institutes' Shared Parking Manual (2nd Edition), while the retail demand profiles reviewed were taken from the ITE Parking Manual (4th edition). As such, the proposed shared parking supply of 15 spaces for residential visitors and commercial uses is consistent with this approach. Further, notwithstanding the surplus of office parking currently observed for Parcel C with the medical building, the required restaurant and CRU spaces are expected to be shared with the office uses (i.e. commercial parking) to maximize efficiency.

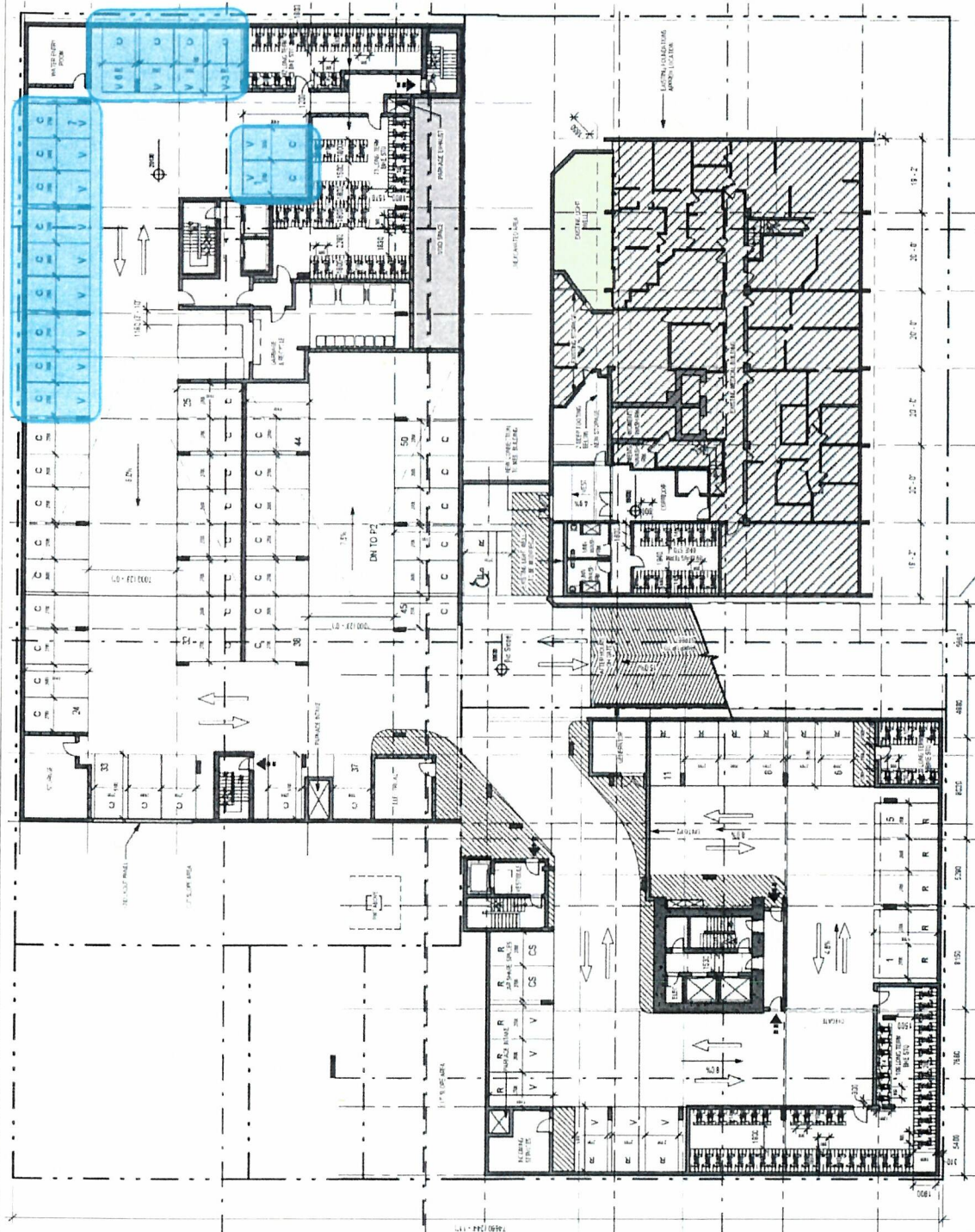
Based on this, Bunt & Associates is comfortable supporting a reduction of residential visitor parking for the project and it is proposed to share parking with the surplus commercial (i.e. medical-office parking). Thus, 15 parking spaces have been designated as shared use between residential visitors, and commercial uses on the P1 Level of the parkade thereby more than compensating for the 13 stall deficiency for residential visitor spaces noted in Section 2.

In general, the parking spaces would be reserved for commercial uses during the daytime period when demand for residential visitors is its lowest and would be signed and marked as such (i.e. 8:30am – 4:30pm), and for residential visitor uses in the evening time (i.e. 4:30pm – 8:30am) when demand for commercial uses is its lowest. At least 2 of the spaces would be reserved for residential visitors (Parcel B) for use during the daytime period, however, the intention is that they spaces would be available to both user groups as their offsetting demands by time of day would dictate. **Exhibit 1** highlights the location of the shared parking spaces on the P1 level.

The requested reduction in residential parking will be further supported by a proposed TDM strategy in the following section.



Scale: NTS



Shared Parking

Exhibit 1 Shared Parking - P1 Level



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4. TDM STRATEGY

4.1 What is Transportation Demand Management?

Transportation Demand Management (TDM) is defined as the “application of strategies and policies to reduce travel demand (specifically that of single-occupancy private vehicles), or to redistribute this demand in space or in time”¹. A successful TDM program can influence travel behaviour away from Single Occupant Vehicle (SOV) travel during peak periods towards more sustainable modes such as High Occupancy Vehicle (HOV) travel, transit, cycling or walking. The responsibility for implementation of TDM measures can range across many groups, including regional and municipal governments, transit agencies, private developers, residents/resident associations or employers.

4.2 Recommended/Proposed TDM Measures for Site

The following is a list of TDM measures that the City has agreed to in principle to be provided in order to consider a parking relaxation on the residential parking requirements in Parcel A (i.e. 19 spaces) and Parcel B (i.e. 43 spaces). This is based on previous discussions with City Transportation staff for other similar projects and would need to be confirmed with the City. Specific provisions would be outlined once Chard has confirmed plans for resubmission and reviewed with City input.

- Car Share
 - Provide 2 car share vehicles/spaces (Parcel A – already indicated on plans)
 - Provide car share memberships for all units, as well as driving credits in partnership with Modo. Residents to receive priority access to cars and provided with a lifetime membership.
- Transit
 - Provide enhanced real time transit scheduling information for nearby frequent service routes (i.e. electronic signage in residential/office building elevators and lobby's, as well as restaurant(s))
 - Provide educational information on benefits of transit and transit choices to employees and residents
- Cycling
 - Resident bike share program which will include provision of ten electric bikes for shared resident use, with five assigned to each new building.
 - Provide bike parking above bylaw requirements
 - Conveniently locate long-term bike parking at grade wherever possible or on P1 level
 - Provide bike locker option for residents and employees
 - Provide end-of-trip facilities (i.e. bike repair equipment, bike wash station, electric bike charging for residents and employees, and lockers, showers, and changing facilities for employees)

¹ <http://ops.fhwa.dot.gov/tdm/index.htm> FHWA Travel Demand Management home page

- Provide Class 1 electric outlets for electric bicycle charging in bike rooms.
- Pedestrians
 - Provide enhanced pedestrian facilities to/through site (i.e. wide sidewalks, plaza areas/corner bulges, seating etc.)
 - Provide way-finding signage for key destinations on-site and adjacent to site
- Ride-Sharing
 - Provide ride sharing/carpooling spaces for employees
 - Promote ride-sharing/carpooling services for residents and employees
- Parking and Disincentives
 - Pay parking for employment uses
 - Allow mechanism for unbundled parking for residential uses
 - Allow for flexibility in parking to change to alternate site uses if needed

5. SUMMARY

Chard Development submitted a combined Rezoning and Development Permit Application in late 2018 for the proposed Cook Street Plaza development located at the corner of Cook Street and Yates Street in Victoria, BC. Since that time, Chard has been refining the project design based on feedback from the City and subsequent changes in programming. One of the results of this exercise is that Chard is now seeking a parking relaxation of up to 106 parking spaces. The following summarizes the review outlined above in support of the proposed relaxation.

Firstly, the boundaries for the City's "Other Areas" seem to be somewhat arbitrary as it relates to the subject site, and for Parcels B and C in particular considering that the adjacent Parcel A is within the Core Area right next door while Parcels B and C are in the other areas. As such, it is recommended that the City consider allowing the application of the Core Area parking rates to Parcels B and C, which would reduce the bylaw requirement by a further 22 spaces for residential uses (Parcel B), and 32 spaces for medical office/restaurant/CRU uses (Parcel C) which would then result in an overall shortfall of only 52 spaces.

The parking review for the existing medical building parking demand showed a maximum occupancy of 50%. Therefore when applied to the proposed supply of 100 spaces for Parcel C would result in a surplus of 50 spaces. The surplus could be applied directly to that remaining shortfall in support of the proposed relaxation, and more realistically would be best used as a shared pool of parking for residential visitors, and commercial uses on the site.

Notwithstanding the potential to use core area parking rates for Parcel B and Parcel C, and the expected surplus in the medical office parking supply the parking relaxation request is further supported through the notion of shared parking. With different anticipated peak parking demand between the medical office and residential visitor users, there is an opportunity to share, or mix the parking spaces allocated to these uses.

Thus, Bunt recommends shared parking to support the proposed parking relaxation and 15 parking spaces have been designated as shared use between residential visitors, and commercial uses on the P1 Level of the parkade thereby more than compensating for the 13 stall deficiency for residential visitor spaces

Lastly, TDM strategies have been proposed which would further support the proposed parking relaxation for the site including:

- 2 Car share vehicles/spaces
- Car share memberships and driving credits for all units
- Enhanced real time transit scheduling information
- Additional long term bicycle parking (above bylaw requirements)
- End of trip facilities for employees
- Shared electric bikes for residents in the building including charging stations
- Enhanced pedestrian facilities and connections
- Promotion of ride-sharing
- Pay parking and unbundled parking

In summary, Bunt believes the proposed parking supply can be supported provided consideration is given to these items as needed.