



## MEMO

DATE: May 13, 2019  
PROJECT NO: 04-18-0438  
PROJECT: **Northern Junk**  
SUBJECT: **Parking Variance and Access Review**

TO: Crosstown Properties Ltd.

PREPARED BY: Jason Potter, PTP  
REVIEWED BY: Simon Button, P.Eng.

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### 1. INTRODUCTION

Crosstown Properties is proposing to develop the Northern Junk site. As shown in **Exhibit 1**, the site is located west of Wharf Street, north of Reason Park, on the downtown edge of Victoria's Inner Harbour.

The current development plan is comprised of 47 residential units and approximately 9,411 square feet (874 m<sup>2</sup>) of ground-level commercial space. The commercial space is envisioned to include restaurant and retail tenants. The site plan, dated March 8, 2019, is provided in **Exhibit 2**.

This current site plan represents a significantly reduced development from previous plans in terms of gross floor area as well as the site's boundaries. The current plan does not include vehicle parking due to construction constraints and the required preservation of the heritage buildings.

As stated within the City of Victoria's (City) September 21, 2018 Committee of the Whole Report, a vehicle parking variance is now required due to the recent 2018 adoption of the Downtown Zoning Bylaw.

Crosstown Properties retained Bunt & Associates to conduct a Parking Variance and Access Review for the project which is presented herein. This Review will examine the feasibility of the proposed parking supply variance as well as access for loading and emergency vehicles.

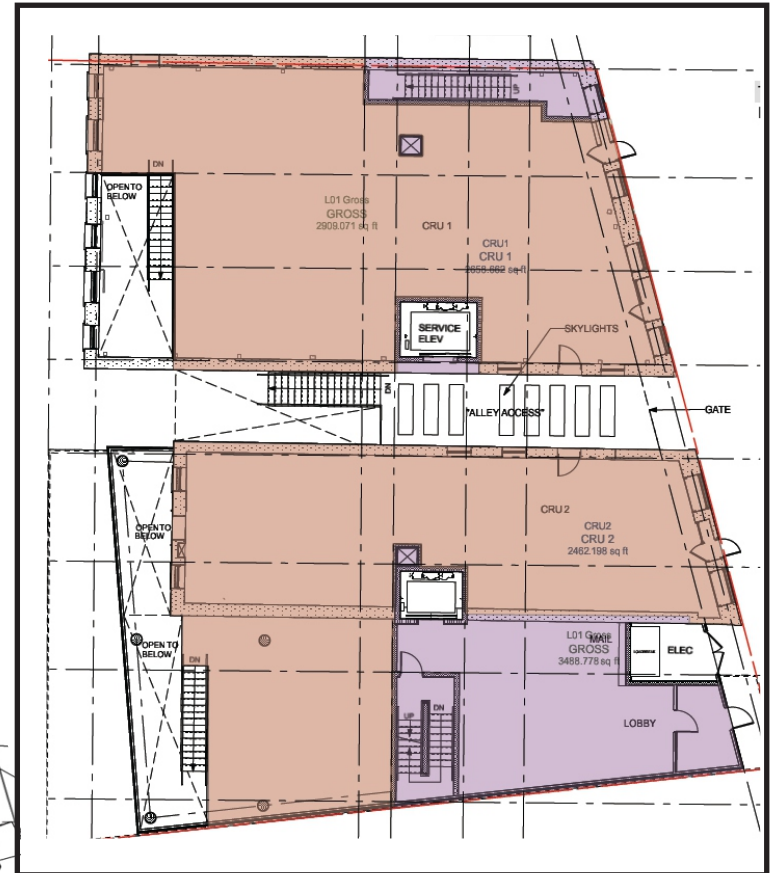


Exhibit 1  
Site Location

Northern Junk Parking & Access Review  
6171.02  
May 2019



Level 0 (Waterfront Walkway)



Level 1 (Wharf Street)

## Exhibit 2 Site Plan

Northern Junk Parking & Access Review  
6171.02  
May 2019



## 2. PARKING SUPPLY AND BYLAW REQUIREMENTS

### 2.1 Proposed Parking Supply

The development does not include vehicle parking spaces.

### 2.2 Bylaw Requirement

The site is currently zoned Inner Harbour Heritage. With this zoning there are no vehicle parking requirements.

With current rezoning the City of Victoria has indicated they would prefer zoning characteristics comparable to their recently (2018) updated "Old Town District-1 Zone" Bylaw requirements. Properties in the Old Town District 1 Zone have no off-street vehicular parking requirement when the development site is less than 1,100 m<sup>2</sup>.

The no parking requirement is in recognition of site access and construction constraints common in the Old Town District, as well as the form and character context where vehicle parking is not a planning priority.

The subject Northern Junk site is slightly larger than the 1,100 m<sup>2</sup> threshold with 1,218 m<sup>2</sup> above the site's Present Natural Boundary. Of the 1,218 m<sup>2</sup> area above Present Natural Boundary 199 m<sup>2</sup> will be allotted to David Foster Harbour Pathway leaving a functional development area of approximately 1,019 m<sup>2</sup>. This functional site area is under the 1,100 m<sup>2</sup> threshold and hence the site would have no parking space requirements.

**Table 2.1** below summarizes the Bylaw parking requirement for the residential portion of the development if the development were to adopt the comparable Old Town District 1 Zone parking requirements and if the site was deemed to be greater than 1,100 m<sup>2</sup>.

**Table 2.1: Residential Parking Requirement**

UNIT SIZE	UNITS	BYLAW PARKING REQUIREMENTS	REQUIRED PARKING
<b>Resident Parking</b>			
Less than 45 m <sup>2</sup>	12	0.65 spaces per unit	7.8
45 m <sup>2</sup> to 70 m <sup>2</sup>	26	0.80 spaces per unit	20.8
Greater than 70 m <sup>2</sup>	9	1.2 spaces per unit	10.8
<b>Visitor Parking</b>	<b>47</b>	0.10 spaces per unit	4.7
<b>TOTAL</b>	<b>47</b>		<b>44.1 (44)</b>

Our calculations in Table 2.1 for 44 parking spaces do not include commercial parking spaces. Downtown commercial parking Bylaw rates range from 1 per 400 m<sup>2</sup> for drinking establishment or food and beverage service to 1 per 200 m<sup>2</sup> for a brew pub or retail trade. At this time specific tenant types are unknown. A middle rate of 1 space per 300 m<sup>2</sup> applied to the 9,411 square feet (874.3

m<sup>2</sup>) of commercial floor area results in 2.9 (3) required parking spaces for the commercial component of the development.

The three required commercial parking spaces plus the 44 residential spaces would result in a total site Bylaw requirement of 47 parking spaces if the comparable Old Town District 1 Zone were applied to this site and the site was considered to be greater than 1,100 m<sup>2</sup>.

### 3. PARKING ANALYSIS

Vehicle ownership per household, and therefore the need for vehicle storage (parking) depends on a number of factors. Listed below are a few typical key factors for residential sites:

- Size of the household unit (number of bedrooms);
- Tenure of unit (rental or strata);
- Transportation options such as proximity to transit and active transportation infrastructure;
- Transportation Demand Management (TDM) measures in place at the site; and,
- Mixed use shared parking opportunities (if applicable).

The proposed development has a range of bedroom sizes however all units are modest in size. 12 units are less than 45 m<sup>2</sup>. The average size of the eight studio units is 40.7 m<sup>2</sup>. The average size of the 29 1-bedroom units is 50.4 m<sup>2</sup>. The average size of the ten 2-bedroom units is 78.9 m<sup>2</sup> and the average size of the three 3-bedroom units is 83.8 m<sup>2</sup>.

72% of the units are less than 700 square feet. The development's largest unit is 1,091 square feet.

A breakdown of unit types by rooms is provided in **Table 3.1**.

**Table 3.1: Residential Unit Breakdown**

UNIT TYPE	AVERAGE SIZE	NUMBER OF UNITS	PERCENTAGE OF UNITS
Studio	37.8 m <sup>2</sup>	8	17%
1 Bedroom	50.4 m <sup>2</sup>	26	55%
2 Bedroom	78.9 m <sup>2</sup>	10	21%
3 Bedroom	83.8 m <sup>2</sup>	3	6%
-	56.5 M <sup>2</sup>	47	-

All residential units will be rental units.

The site is adjacent to or near a wide range of transit options. A bus stop on Wharf Street is located immediately south of the site in front of Reeson Park, providing access to BC transit bus routes 10 and 15. BC transit routes 24 and 25 travel along Johnson Street.

The site is extremely accessible by foot, bicycle and transit. The majority of trips to/from the site are expected to be completed by these active transportation modes.

The site will be enabling walking by providing walking connections through the site as well as on its Wharf Street frontage and on the David Foster Pathway. The development provides dedication along its Wharf Street frontage for the introduction of an All Ages and Abilities ('AAA') cycling route.

The construction of an underground parkade is not viable on this site due to grade issues and the required preservation of the two heritage buildings.

Bunt has identified four factors that support a zero vehicle parking provision for the site. They are:

1. **The site's limited vehicle access:** The site will have vehicle access from the adjacent lane which is accessed from one Wharf Street driveway. This lane access will cross a future AAA bike route as well as a busy pedestrian sidewalk. Minimizing parking spaces on-site and corresponding vehicle volumes is considered critical due to the site's vehicle access constraints.
2. **The site's critical pedestrian route links:** The site's critical pedestrian link along the waterfront (David Foster Pathway) that connects the downtown waterfront area with the new Johnson Street Bridge highlights the site's opportunity to foster the site's walking mode split.
3. **Consistent with nearby buildings:** Having no on-site commercial visitor parking is consistent with other retail commercial businesses on the west (or water side) of Wharf Street. Building parking on the West side of Wharf Street is difficult as the site is adjacent to and slopes down towards the Inner Harbour waterfront.
4. **Nearby parking options:** There are nearby public parking options for commercial visitors. For example, the Bastion Square Parkade on Yates Street with 361 parking spaces is just 180 metres from the site. Various other additional on-street and parking lot options are within 100m of the site.

Downtown parkades are open 24 hours a day seven days a week and provide potential long term parking options for tenants. The resident parking demand for the proposed 47 residential units is estimated to be approximately 10 to 20 vehicles. The impact of this magnitude of additional parking demand to nearby downtown supply is anticipated to be negligible. Additional parking opportunities exist near the site including potentially at 910 Government Street which is also owned by Crosstown Properties. If tenants desire a parking space they will have the opportunity to lease a parking space from a nearby parking opportunity of their choosing.

Crosstown Properties plans to seek short, mid, or long term lease agreements for vehicle parking on the adjacent City properties immediately north of the development site.

Transportation Demand Management (TDM) measures that will further support a lower parking supply will be discussed in Section 4.

#### 4. TRANSPORTATION DEMAND MANAGEMENT

Transportation Demand Management (TDM) seeks to decrease private vehicle use by enabling other more sustainable modes of transportation.

The following TDM elements are proposed as part of the development. They are intended to encourage future tenants, employees and visitors to use travel modes other than single occupant vehicles and hence lower the proposed development's parking demand and corresponding vehicle use.

##### 4.1 Walking Network Improvements

As part of the new Johnson Street Bridge, a new plaza area has been constructed along the bridge's south edge. The pedestrian orientated new Johnson Street Bridge and the surrounding plaza areas highlight the importance of pedestrian and cycling connectivity along the edges of the development site.

The proposed David Foster Harbour Pathway connection along the site's west edge provides a critical link for the David Foster Harbour Pathway which will extend over five kilometers from Rock Bay to Ogden Point along the Inner Harbour.

***Top Photo: Facing North. David Foster Harbour Pathway in Reeson Park, development site and new Johnson Street Bridge in Background.***

***Bottom Photo: Facing North. Existing incomplete trail along development site waterfront.***





## 4.2 Cycling Network Improvements

A two-way protected bike lane is being constructed on the west side of Wharf Street from Belleville Street to Pandora Street. The bike route will front the Northern Junk site and will connect to the City's larger cycling network including, over the bridge to the Galloping Goose Regional Trail and into the City's downtown AAA cycling route grid.

The Northern Junk development plan provides land along the Wharf Street frontage to allow the construction of this valuable cycling route link.

## 4.3 Bicycle Parking

The development proposes to supply a total of 71 Long Term (or Class 1) bicycle parking spaces. 66 of these are for tenants and five will be for the commercial land use.

The proposed bicycle parking supply exceeds the City's updated Bylaw requirements (Zoning Bylaw No. 80-159 Schedule C) which are presented in **Table 4.1**. The City of Victoria's updated Zoning Bylaw 2018 No. 18-072 does not apply to downtown area west of Wharf Street however its bicycle parking requirements are consistent with the rates presented in Table 4.1.

**Table 4.1: Long Term Bicycle Parking Requirements**

UNIT SIZE	SIZE / UNITS	BYLAW PARKING REQUIREMENTS	REQUIRED PARKING
<b>Residential</b>			
Less than 45 m <sup>2</sup>	12	1.0 spaces per unit	12
Greater than 45 m <sup>2</sup>	35	1.25 spaces per unit	43.75
Residential Subtotal			55.75
<b>Commercial</b>	874 m <sup>2</sup>	1 per 200 m <sup>2</sup>	4.37
<b>TOTAL</b>			<b>60.12 (60)</b>

As indicated in Table 4.1, the proposed 71 Class 1 bicycle spaces exceed bylaw requirements for 60 spaces by 11 spaces.

Short term bicycle parking space Bylaw requirements were calculated at five spaces for the residential component (0.1 per residential unit) and four for the commercial component (1 per 200 m<sup>2</sup>) for a total of nine short term bike spaces. The constricted site does not have area for nine short-term bike spaces however they have expressed an interest to work with the City of Victoria to place these short term spaces on adjacent public space. As noted prior the site exceeds long term spaces requirements by 11 spaces.

#### 4.4 Unbundle Parking

Unbundled parking refers to the leasing or selling of parking spaces separate from the residential units. Northern Junk's residential unit costs will not include a parking space. If tenants desire a space they will have to directly incur those costs. This helps to actualize the true costs of a parking space and creates a financial incentive for tenants who do not own a vehicle.

### 5. LOADING

Emergency vehicles, as well as loading, garbage and recycling activities will be conducted on the lane fronting the site's east edge (shown on Exhibit 1). The lane is accessible only from Wharf Street.

Loading vehicles anticipated to be SU9 (single unit with 9m box) sized vehicles or smaller will use the neighbouring parking lot drive aisles north of the site to conduct a turn around maneuver to return to Wharf Street. Emergency vehicles will also use the same turnaround space. The site is therefore at this time reliant on the adjacent property and its turnaround space for emergency vehicle access as well as garbage, recycling and loading access. If the neighbouring site/ parking lot to the north is developed, that development will also require a replacement turnaround area. If the neighbouring site to the north were to be converted to park or plaza space, then the existing lane would require considerations for required vehicles to conduct turnaround manoeuvres.

A walking path/ alley running through the centre of the building will be used to bring loading materials between the water edge of the site and the lane.

## 6. SUMMARY & RECOMENDATIONS

### 6.1 Summary

The construction of an underground parkade is not viable on this site due to grade issues and the required preservation of the two heritage buildings.

If tenants desire a parking space they will have the opportunity to lease a parking space from nearby properties. Nearby downtown parkades are open 24 hours a day, seven days a week and provide potential long term parking options for tenants.

The resident parking demand for the proposed 47 residential units is estimated to be approximately 10 to 20 vehicles. The impact of this magnitude of additional parking demand to nearby downtown supply is anticipated to be negligible. Bunt concludes that the parking demand generated by the proposed development can be absorbed into the Downtown parking supply.

Factors supporting the building's zero parking supply include:

1. The site plan allows for a future AAA cycling route along the Wharf Street frontage. In addition, it provides a critical waterfront linkage between the David Foster Harbour Pathway to the south of the development site and the Johnson Street Bridge's lower pedestrian plaza area and pedestrian bridge crossing deck to the north of the site. The site plan's pedestrian network improvements through the site and in particular its proposed David Foster Harbour Pathway connection along the site's water edge are considered extremely valuable and meaningful contributions to the City's active transportation network.
2. The site plan will disburse pedestrian movements through the site and along the waterfront past Reeson Park. This is anticipated to activate and revitalize Reeson Park and the David Foster Harbour Pathway in this area.
3. The subject site and the proposed development fit key characteristics of other nearby Old Town District sites which do not require vehicle parking. Providing no on-site parking spaces is consistent with neighbouring sites and Bylaw intent to preserve heritage and promote low vehicle use.
4. The units are generally small in size and are rental units. These factors are shown to generate lower vehicle parking demands.
5. The site plan indicates Class I bicycle parking in excess of Bylaw requirements.
6. Safety and traffic operational advantage for minimized on-site parking supply and corresponding vehicle volumes entering and exiting the site. This is exacerbated by the

site's sole vehicle access crossing a future AAA cycling route on Wharf Street and the parallel anticipated high volume pedestrian sidewalk.

7. There are nearby public vehicle parking options for the site's commercial visitors and residential tenants and visitors.

Emergency vehicle access as well as loading, garbage and recycling vehicles will accessed the site from the lane fronting the site's east edge. The lane is accessible only from Wharf Street. Emergency and loading vehicles (anticipated to be SU9 sized vehicles or smaller) will use the neighbouring parking lot drive aisles north of the site to conduct the turnaround manoeuvres required to return to Wharf Street. The site is therefore reliant on the adjacent property and its turnaround space for emergency vehicle and loading access. If the neighbouring site/ parking lot to the north is developed, that development will also require a replacement turnaround area for northbound vehicles returning to Wharf Street.

## 6.2 Recommendations

Bunt recommends the proposed development site be provided zoning with no vehicle parking requirements instead of the comparable Old Town District 1 Zone which would have required 47 vehicle parking spaces.

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