

## MOTIONS

1. **To Set Public Hearings for the Council Meeting of Thursday, July 9, 2015 for:**

It was moved by Councillor Madoff, seconded by Councillor Loveday, that the following Public Hearings be held in Council Chambers, City Hall, on **THURSDAY, JULY 9, 2015, at 7:00 p.m.:**

6. Development Permit with Variances Application No. 000411 for 1990 Fort Street

Carried Unanimously

## REPORTS OF THE COMMITTEES

### **2. Planning and Land Use Committee – May 28, 2015**

#### **7. Development Permit with Variances Application No. 000411 for 1990 Fort Street**

It was moved by Councillor Madoff, seconded by Councillor Alto, that after giving notice and allowing an opportunity for public comment, Council consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000411 for 1990 Fort Street, in accordance with:

1. Plans date stamped April 24, 2015.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the variance to reduce the amount of required parking for 1990 Fort from 92 to 66 stalls (taking into account the previously approved parking variances).
3. A landscape security be submitted to ensure changes to the plaza area are in accordance with the submitted plans for continued public access to the public art pond and to secure the installation of additional bicycle racks (exterior and within the parkade).
4. Registration of a legal agreement on the property's title ensuring that eight stalls in the parkade will be available until 6 pm for restaurant use, to the satisfaction of staff.
5. The applicant install new signage and pavement parking markings identifying the eight underground stalls available for the restaurant within 30 days of opening the restaurant.
6. The Development Permit apply specifically to this restaurant use and lapse two years from the date of this resolution, if the restaurant use does not open or ceases to operate."

Carried Unanimously

### **10.3 Development Permit with Variances Application No. 000411 for 1990 Fort Street (Fort Street Medical Building)**

Committee received a report regarding a development permit application for 1990 Fort Street. The proposal is to reduce the parking requirements by eight stalls to allow a 100-seat restaurant and to redevelop the Fort Street frontage of the property to accommodate seating on an exterior patio.

**Action:** It was moved by Councillor Thornton, seconded by Councillor Lucas, that Committee recommends that after giving notice and allowing an opportunity for public comment, that Council consider the following motion:

“That Council authorize the issuance of Development Permit Application No. 000411 for 1990 Fort Street, in accordance with:

1. Plans date stamped April 24, 2015.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the variance to reduce the amount of required parking for 1990 Fort from 92 to 66 stalls (taking into account the previously approved parking variances).
3. A landscape security be submitted to ensure changes to the plaza area are in accordance with the submitted plans for continued public access to the public art pond and to secure the installation of additional bicycle racks (exterior and within the parkade).
4. Registration of a legal agreement on the property's title ensuring that eight stalls in the parkade will be available until 6 p.m. for restaurant use, to the satisfaction of staff.
5. The applicant install new signage and pavement parking markings identifying the eight underground stalls available for the restaurant within 30 days of opening the restaurant.
6. The Development Permit apply specifically to this restaurant use and lapse two years from the date of this resolution, if the restaurant use does not open or ceases to operate.”

Committee discussed:

- The parking variance is viable as the restaurant would support workers of the surrounding medical offices and businesses during the weekday lunch hour. During the evening and weekends parking will not be an issue as many of the same businesses are closed during that time.

CARRIED UNANIMOUSLY 15/PLUC162



## Planning and Land Use Committee Report

For the Meeting of May 28, 2015

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**To:** Planning and Land Use Committee **Date:** May 14, 2015

**From:** Lucina Baryluk, Senior Process Planner, Development Services Division

**Subject:** Development Permit with Variances Application No. 000411 for 1990 Fort Street

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### RECOMMENDATION

That Committee forward this report to Council and that, after giving notice and allowing an opportunity for public comment, Council consider the following motion:

"That Council authorize the issuance of Development Permit Application No. 000411 for 1990 Fort Street, in accordance with:

1. Plans date stamped April 24, 2015.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the variance to reduce the amount of required parking for 1990 Fort from 92 to 66 stalls (taking into account the previously approved parking variances).
3. A landscape security be submitted to ensure changes to the plaza area are in accordance with the submitted plans for continued public access to the public art pond and to secure the installation of additional bicycle racks (exterior and within the parkade).
4. Registration of a legal agreement on the property's title ensuring that eight stalls in the parkade will be available until 6 pm for restaurant use, to the satisfaction of staff.
5. The applicant install new signage and pavement parking markings identifying the eight underground stalls available for the restaurant within 30 days of opening the restaurant.
6. The Development Permit apply specifically to this restaurant use and lapse two years from the date of this resolution, if the restaurant use does not open or ceases to operate."

### LEGISLATIVE AUTHORITY

In accordance with Section 920(2) of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Community Plan*. A Development Permit may vary or supplement the *Zoning Regulation Bylaw* but may not vary the use or density of the land from that specified in the Bylaw.

Pursuant to Section 920(8) of the *Local Government Act*, where the purpose of the designation is the revitalization of an area in which a commercial use is permitted, a Development Permit



may include requirements respecting the character of the development, including landscaping, siting, form, exterior design and finish of buildings and other structures.

## **EXECUTIVE SUMMARY**

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit Application for the property located at 1990 Fort Street, commonly referred to as the Fort Street Medical Building. The proposal is to reduce the parking requirements by eight stalls to allow a 100-seat restaurant and to redevelop the Fort Street frontage of the property to accommodate outdoor seating.

The following points were considered in assessing this Application:

- The subject property is within the Jubilee Large Urban Village. The *Official Community Plan* encourages the walkability and multi-modal approach to transportation in the villages as an alternative to vehicular use.
- Generally, parking for a building should be accommodated on site, and not impact adjacent streets and other parking lots in the area. Parking variances for this property have already been granted in 1995 and 1998, reducing the overall requirement by 18 stalls. Allowing an additional parking variance for a higher demand parking use (from retail to restaurant) for this building will exacerbate the daytime parking demand in this area. This is seen as a trade-off that will sometimes be needed to facilitate redevelopment within the Large Urban Villages.
- The changes to the frontage of the building are generally consistent with the *Official Community Plan*.

## **BACKGROUND**

### **Description of Proposal**

The proposal is for a change of use of a ground floor commercial unit at 1990 Fort Street. Specific details include:

- A 100-seat restaurant (70 interior seats and 30 patio seats) is proposed along the Fort Street frontage in a commercial unit that is currently unoccupied.
- A portion of the plaza on the Fort Street frontage will be redeveloped to accommodate the 30-seat patio area for the restaurant. This patio area will incorporate a portion of the public art (pond).
- There are 66 parking stalls provided on-site, however, there is an existing 18-stall parking variance associated with this property. An additional eight-stall parking variance is now being requested.

### **Sustainability Features**

A bike rack for 12 bikes is proposed for the plaza area, adjacent to the restaurant, where there is currently a smaller bike rack in this location.

### **Active Transportation Impacts**

The Application proposes an increase in the short-term bike parking which supports active transportation.

## Existing Site Development and Development Potential

The site is presently occupied by a four-storey office building. The ground floor has a mix of retail space, a medical lab, an existing restaurant and vacant retail spaces (proposed restaurant space). The second, third and fourth floor offices are a mix of medical and general offices.

The existing C1-2 Zone, Fort Limited Commercial District, is a site-specific Zone created for this property and, as such, the existing building conforms to this Zone. There is no further development potential remaining on this site. As there is no new construction required for the restaurant use, the density of 1.69:1 FSR will remain the same.

There are 66 parking stalls provided on site: 16 surface stalls (metered parking) and 50 stalls in the underground parkade (restricted use, no public parking).

The bike parking requirements for the restaurant have been satisfied.

### Data Table for Vehicle Parking – Schedule C Requirements

Building Class	Schedule C Requirements	Requirement for Building Class Based on Floor Areas
Retail Store	1 space for 37.5 m <sup>2</sup> of gross floor area	7
Medical and dental offices	1 space for 37.5 m <sup>2</sup> of gross floor area	58
General office use	1 space for 65 m <sup>2</sup> of gross floor area	3
Restaurant (existing) 20 seats	1 per 5 seats	4
Restaurant (proposed) 100 seats	1 per 5 seats	20

Total stalls required for existing uses and proposed 100 seat restaurant	92
-Total stalls provided (surface and parkade)	- 66
=Shortfall *(see further details below)	26*

## Relevant History

There are a number of factors related to the history of the parking variances on the site which are described below:

### Parking Variance

- In 1995, as part of a Rezoning Application to allow construction of a three-storey commercial building, Council approved Development Variance Permit No. 95-16 to reduce the required number of parking stalls from 70 to 65.
- In 1997, with the building under construction, a rezoning was requested to add a fourth floor with an additional floor area of 423m<sup>2</sup> or three additional offices. This was considered a density bonus which required the provision of public art. No additional parking variance was required at this time as the applicant stated there would be adequate parking based on general office use. Note that medical offices have a higher parking requirement than general offices (see data table). Parking was raised as an issue by the City, however, no changes were made by the applicant.



- Sometime after construction, an additional underground stall was created to bring the total underground parking to 66 stalls so approvals and calculations vary slightly due to this change.
- In June 1998, Council approved another parking variance that allowed for higher demand parking uses (more medical offices) as long as the total parking demand for the property did not exceed 84 stalls.
- Based on the current Application for a 100-seat restaurant, the total parking demand for the site is 92 stalls, an increase of eight stalls from the 1998 approval.

## **Community Consultation**

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, on March 20, 2015, the Application was referred for a 30-day comment period to the North Jubilee Neighbourhood Association. A letter dated May 11, 2015, is attached to this report.

This Application proposes variances, therefore, in accordance with the City's *Land Use Procedures Bylaw*, it requires notice, sign posting and a meeting of Council to consider the variances.

## **ANALYSIS**

### **Official Community Plan Policy**

In terms of policy support for the parking variance, the OCP envisions urban villages as becoming progressively more complete so that over time residents can reach goods and services to meet daily needs within a 15 minute walk of their home. Full service restaurants are cited as a Commercial Element within urban villages. In addition, the OCP places accommodating single occupancy vehicles as the lowest priority in the hierarchy of Transportation and Mobility Priorities (Figure 10).

### **Development Permit Area and Design Guidelines**

The *Official Community Plan* (OCP) identifies this property within DPA 5, Large Urban Village – Jubilee Village. The main objective of designating Jubilee as a Large Urban Village is to promote revitalization along the east side of Fort Street through beautification and through urban design that integrates and improves the experience of pedestrians and cyclists.

The key design guidelines that apply to the Jubilee Village are the *Advisory Design Guidelines for Buildings, Signs and Awnings* (1981). As this is an existing building, the most relevant section of the Guidelines relate to circulation patterns and comprehensive design approach with the intent of integrating the development with adjacent sidewalks and streets for ease of pedestrian access to and within the site.

As these Guidelines apply to this project, while the public access along the Fort Street frontage will be restricted due to the presence of the outdoor seating, the inclusion of outdoor seating creates a physical and visual link between the public areas of the site and the public Right-of-Way.

### **Neighbourhood Plan**

The *Jubilee Neighbourhood Plan* recommends that adequate parking should be provided for commercial uses without undue impact on residential streets.



## **Proposed Variance – Off-street vehicular parking and bicycle parking**

The main regulatory consideration is the parking variance. In the broader context, the parking demand in the area, due to its proximity to the hospital, is a concern as the overflow parking demand impacts adjacent areas. As the hospital continues to expand, this will be an on-going issue for the City.

The applicant has offered the transportation demand management option of reallocating space in the parkade for restaurant use. The City maintains its position that parking uses should be accommodated on site and not impact adjacent streets and other parking lots in the area, and by allowing an additional parking variance for this property will further exacerbate the parking issues in the area. It is important to keep in mind that the parking demand rates apply to overall parking requirements for 1990 Fort Street and not just to the additional use of the restaurant. The areas of concern are as follows:

- While the actual net increase in the amount of the variance being requested is relatively minor (eight more stalls), the overall building deficiency is 26 stalls as per the parking standards (Schedule C).
- The use of adjacent free lots (most notably Save-On Foods) to accommodate overflow parking is not a viable solution, unless agreements are put in place to use the adjacent lots (assuming the adjacent lots exceed the Schedule C requirements).
- There are three vacant office lease spaces in the building, so there are additional tenants in the building that would have to be accommodated in the parkade when the spaces are leased.
- If the applicant makes eight underground spaces available for restaurant use during the daytime, this would reduce the overall amount available for medical office staff.
- The main concern with the proposal is the lack of parking during normal working hours when the demand is highest for medical office staff and appointments. There is turnover during the day for the 16 surface stalls, however, turnover is staggered throughout the day and would only accommodate a small portion of the demand.
- If this issue is approached from the parking demand side, then an examination of the parking generated by a 100-seat restaurant during the course of the day and different days of the week then the modal split would be useful information. The applicant has indicated that two of the 11 employees drive to work at another location of this restaurant, but has not provided information on patron modes of transport. As such, an analysis of the demand side is not possible.

Staff do not anticipate a parking shortfall for evening use. Most of the evening and weekend patron parking could be accommodated in the surface parking lot (if people wish to pay for use on this lot) as there are 16 surface stalls, which will not be in demand for office use. Assurances from the building owner that the underground parkade have eight spaces available to the restaurant during the day should be required, should Council choose to advance this application.

The other transportation demand management (TDM) recommendation made by the consultant is to provide subsidized transit passes for restaurant employees, however, this cannot be legally tied to the property to ensure it is in place for the life of the development. No other TDM measures have been recommended by the consultant.

Despite the challenges associated with the requested parking reduction, staff note that the property is well served by transit and bike lane infrastructure. Additionally, although the restaurant (and resulting parking calculations) are based on a proposal for a 100-seat restaurant, 30 of the seats are located outdoors on a patio and will likely only be used during



warmer weather seasons, when there is a greater likelihood that patrons and employees will use active transportation methods.

## Public Art Component

### Public Art

There are three components to the public art: two ponds and a sculpture (tree). This public art is specifically tied to the density (bonus density provision) within the C1-2 Zone. This Zone states that the art should be in a public place.

The portion of the public art located closer to the corner of Fort Street and Foul Bay Road containing the sculpture remains unchanged, as does the pond in that location, making these components directly accessible by the general public.

At the current time, the second pond is not obstructed, however, the proposed plan shows the pond partly within the outdoor patio area and will only be partially available to the public. However, providing more care and attention to the pond, which is the intention of the restaurant operator, to make it more attractive is a potential benefit.

## CONCLUSIONS

The restaurant use in this commercial space will enliven the building frontage as well as the area and is in keeping with the general policy regarding redevelopment of Large Urban Villages. The main concern is the competition for parking during working hours which will be a long-term issue for the building and the immediate neighbourhood. However, the goals of the *Official Community Plan* for promoting growth and redevelopment in this Large Urban Village outweigh the potential parking concerns.

## ALTERNATE MOTION

That Council decline Development Permit Application No. 000411 for the property located at 1990 Fort Street.

Respectfully submitted,



Lucina Baryluk  
Senior Process Planner  
Development Services Division  
Sustainable Planning and  
Community Development



Alison Meyer, Assistant Director  
Development Services Division  
Sustainable Planning and  
Community Development



Andrea Hudson  
Acting Director  
Sustainable Planning  
and Community  
Development

Report accepted and recommended by the City Manager:



Jason Johnson

Date:

May 21, 2015

LB:aw

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## List of Attachments

- Aerial map
- Subject map
- Submission drawings date stamped April 24, 2015
- Letter from Hillel Architecture dated February 25, 2015 and revised to April 23, 2015
- Bunt & Associates, Parking Review, dated April 23, 2015
- North Jubilee Neighbourhood Association letter dated May 11, 2015.







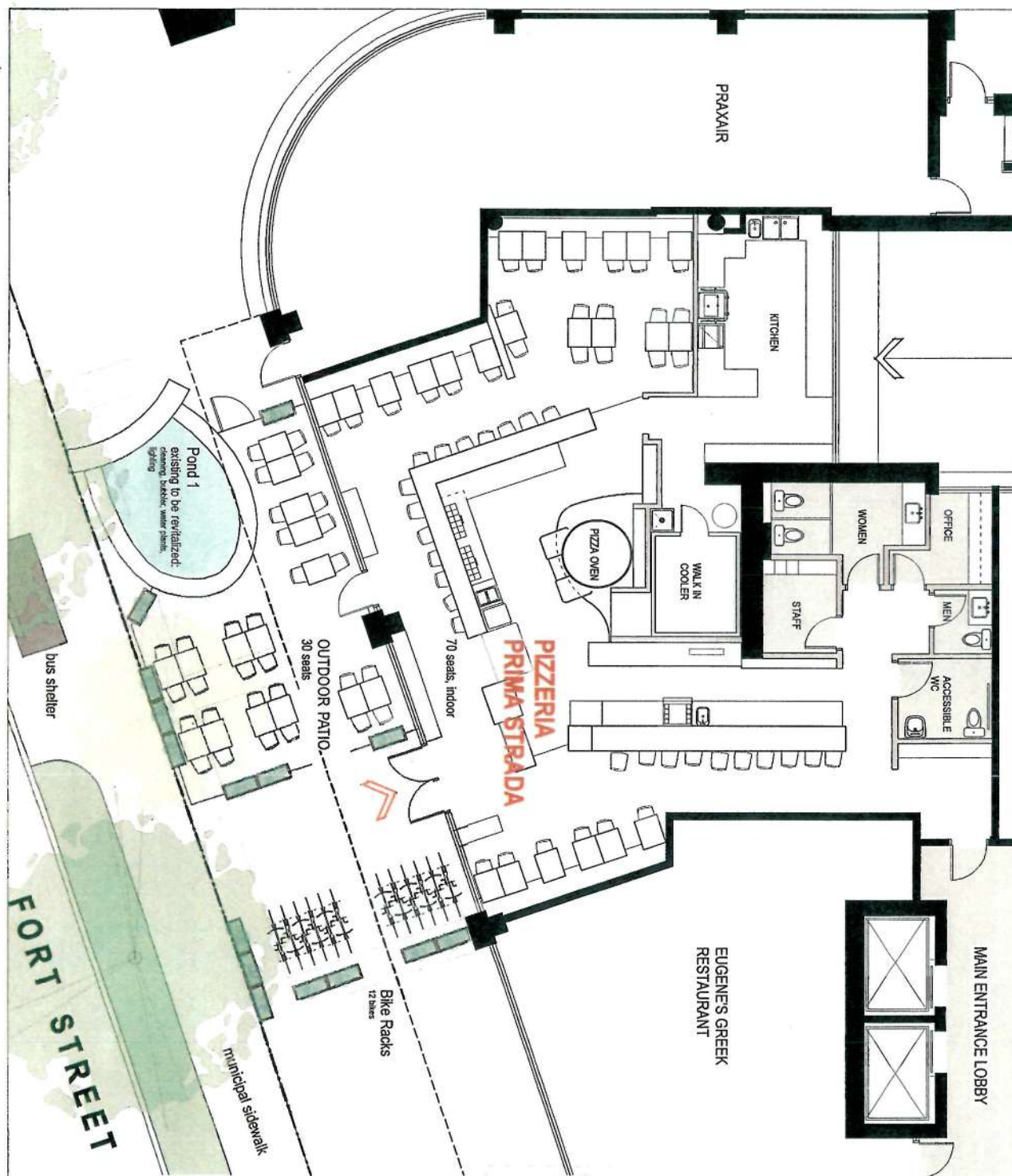
# MUNICIPALITY OF SAANICH

# MUNICIPALITY OF OAK BAY



1990 Fort Street  
Development Permit #000411





Hillel  
architecture



101-1891 Oak Bay Avenue  
Victoria BC V8R 1K3

phone 250-592-9198  
fax 250-592-9178

plan detail of restaurant [ 225 sq.m / 2 430 sq.ft. ]

## FORT STREET MEDICAL BUILDING

1990 Fort Street, Victoria, BC

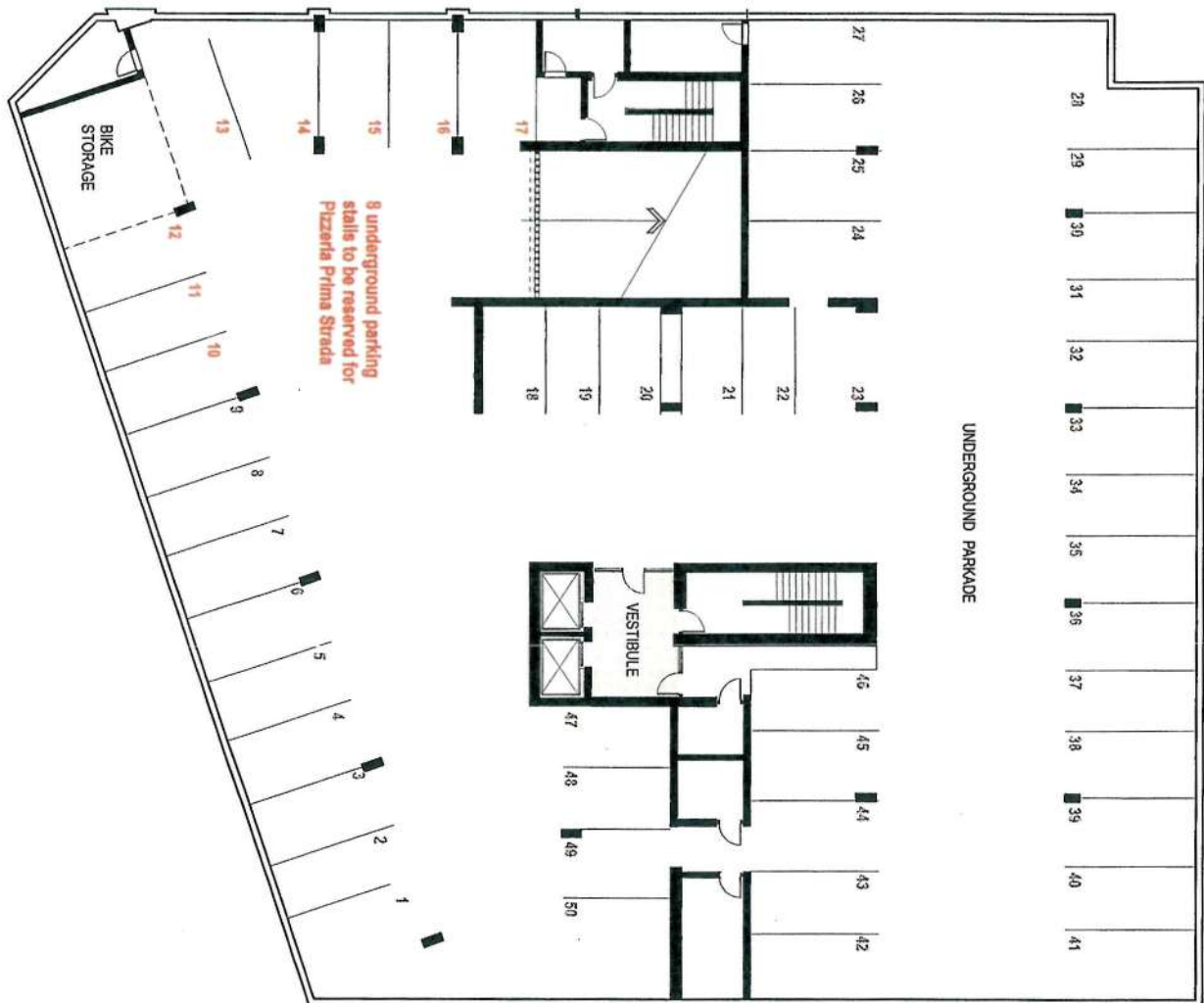
issued 21 April 2015 for development permit application [ parking relaxation ]

metric scale: 1 : 100

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SCULPIN FISH DESIGN



Hillel  
architecture



101-1031 Oak Bay Avenue  
Victoria BC V8R 1C3  
phone 250.592.9698  
fax 250.592.9678

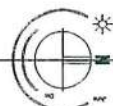
parkade plan

## FORT STREET MEDICAL BUILDING

1990 Fort Street, Victoria, BC

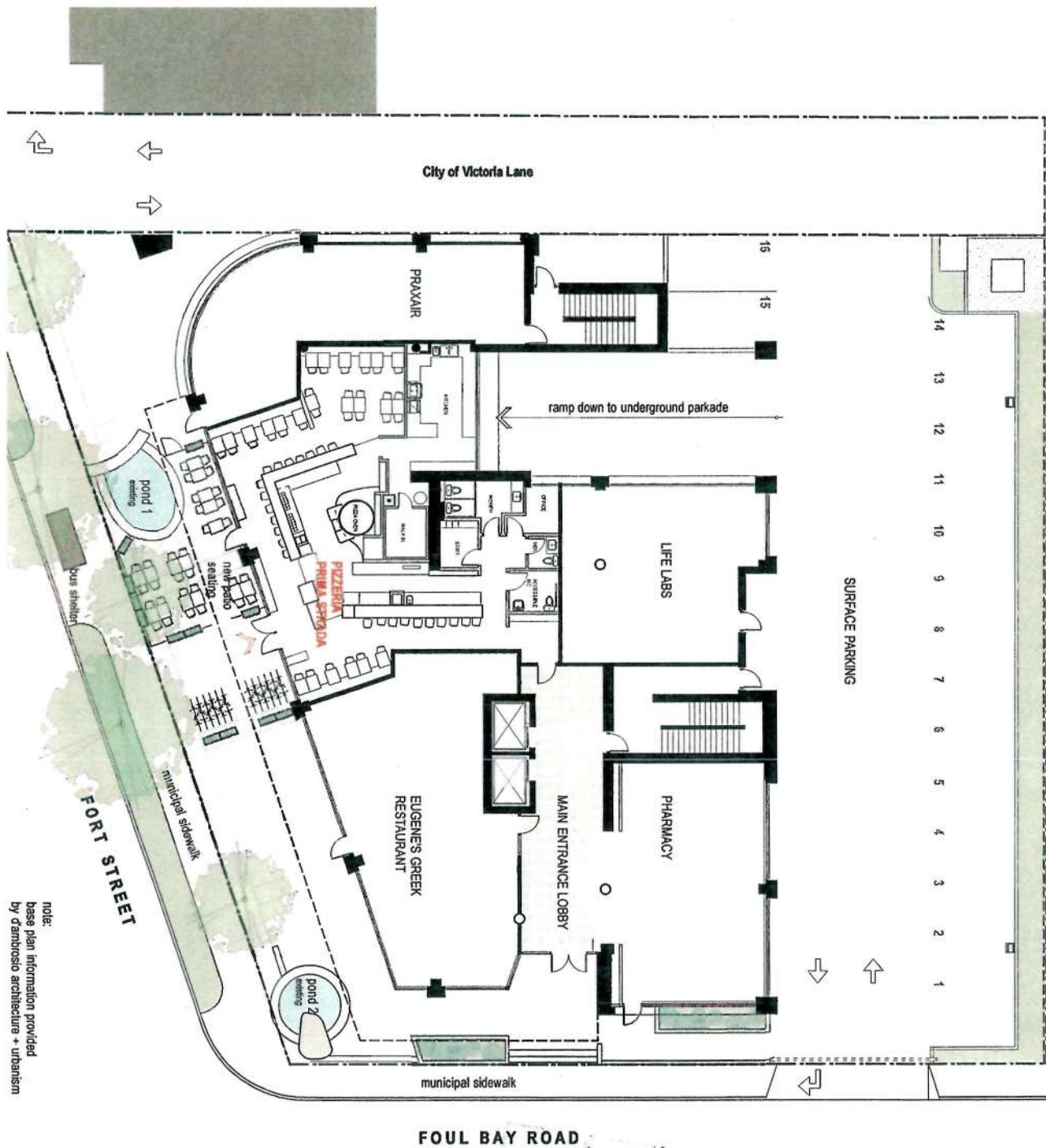
revised 23 April 2015 for development permit application ( parking relaxation )  
metric scale: 1 : 200

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SCULPIN FISH DESIGN





Hillel  
architecture

ground floor plan / site plan

## FORT STREET MEDICAL BUILDING

1990 Fort Street, Victoria, BC

revised 23 April 2015 for development permit application [ parking relaxation ]

metric scale: 1 : 200

101-1851 Oak Bay Avenue  
Victoria BC V8R 1C5

phone 250.592.9198  
fax 250.592.9178

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SCULPIN FISH DESIGN

FORT STREET FRONTAGE LOOKING OUT TO STREET



FORT STREET FRONTAGE LOOKING EAST



FORT STREET FRONTAGE LOOKING WEST



Hillel  
architecture



101-1831 Oak Bay Avenue  
Victoria BC V8R 1K3  
phone 250.592.9178  
fax 250.592.9178

context photos

## FORT STREET MEDICAL BUILDING

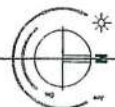
1990 Fort Street, Victoria, BC

revised 23 April 2015 for development permit application [ parking relaxation ]  
metric scale: 1 : 100

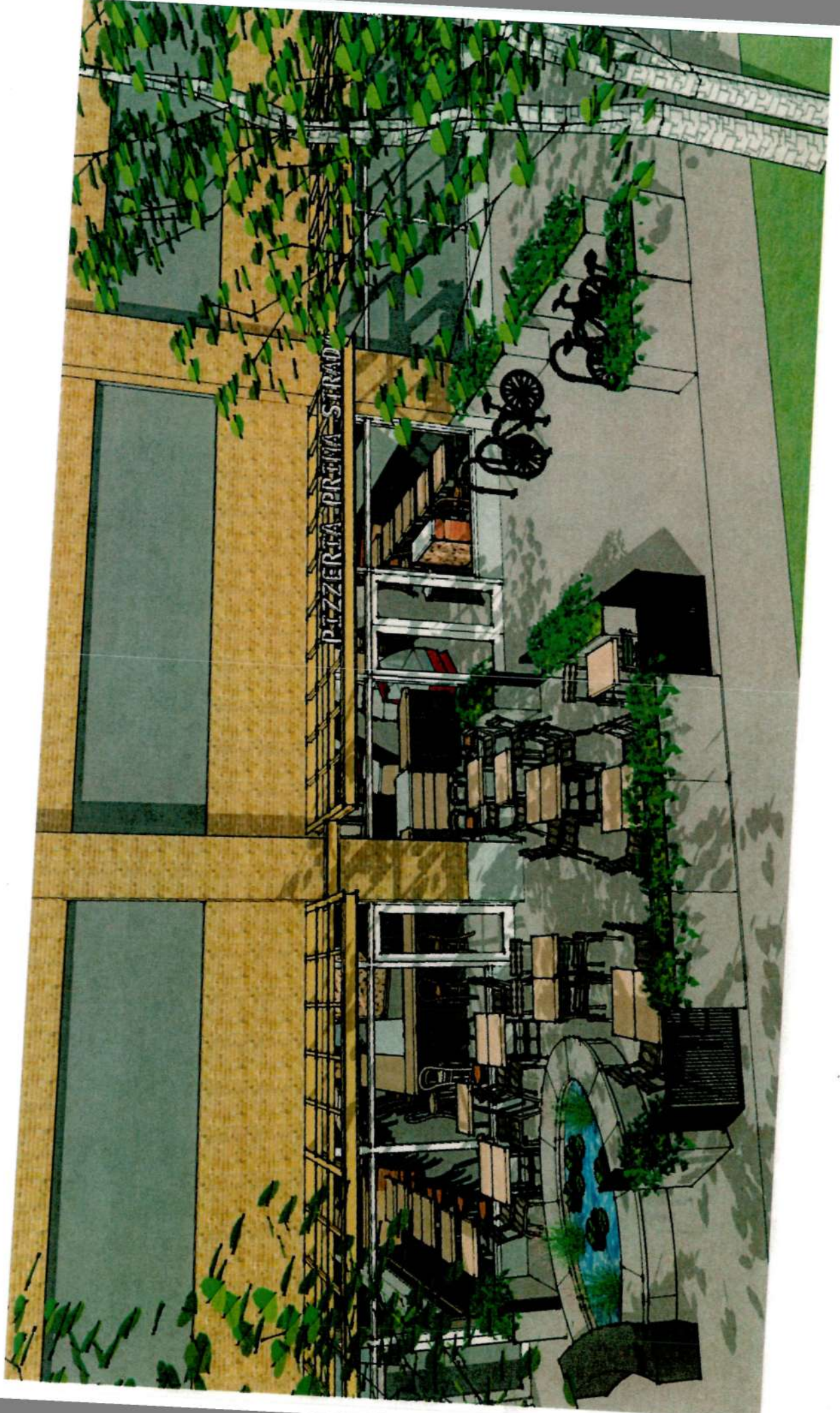
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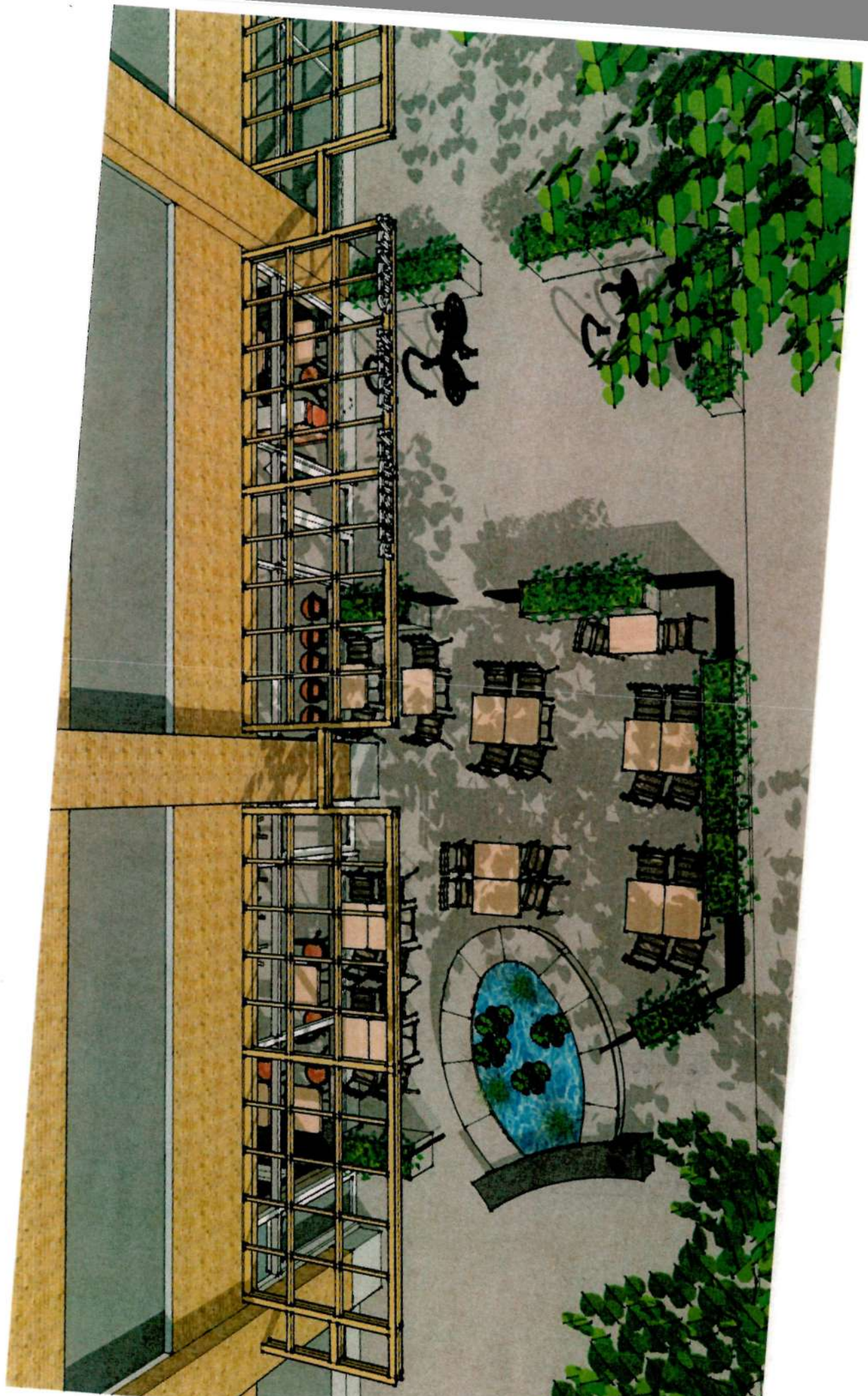
SCULPIN FISH DESIGN













25 FEBRUARY 2015 revised 23 April 2015

Mayor and Council  
CITY OF VICTORIA  
1 Centennial Square  
Victoria BC V8W 1P6



101 1831 Oak Bay Avenue  
Victoria BC V8R - 1C3

phone: 250 . 592 . 9198  
fax: 250 . 592 . 9178

RE: **Pizzeria Prima Strada**  
1990 Fort Street, Victoria BC

Development Permit Application: Parking Relaxation

Mayor and Council,

On behalf of FPL Holdings, the owners of the Fort Street Medical Building, located at 1990 Fort Street, on the corner of Foul Bay Road, we hereby submit a development permit application for a parking relaxation. The property is zoned C1-2 Fort Limited Commercial District. There is a prime vacant suite on the ground floor, which is currently subject to lease negotiations between the owners of the building and Pizzeria Prima Strada, a well-known, locally owned business. This submission outlines the need for a parking relaxation to reduce the required number of off-street parking stalls by 8 stalls to support the new restaurant. At the request of the municipality, a detailed building wide review of current and proposed uses was conducted in order to evaluate off-street parking requirements and based on this information, an 8 stall variance was identified by Zoning Administration staff.

While modest changes are proposed to revitalize the exterior patio/plaza area in front of the suite, these will be subject to a separate administrative process; however, plans and conceptual renderings of the proposed improvements are included herein for your reference as you consider this application.

## CONTEXT

The site is located on the boundary of the Jubilee Neighbourhood ( North and South ) and the municipality of Oak Bay. The area serves as a commercial hub for local residents and businesses and includes neighbourhood shopping destinations, national banks, restaurants, multi-family residential developments and professional/medical/dental offices. Commercial development occupies all four corners of the intersection and includes the Fort and Foul Bay Shopping Centre anchored by Save-on-Foods. The site is also in close proximity to the Royal Jubilee Hospital, Oak Bay Recreation Centre and Oak Bay High School, all within a short walk.

The Fort Street Medical Building is a 4-storey mixed-use building with the majority of its tenants providing professional, medical and dental services. The ground floor uses include a pharmacy, Life Labs, a restaurant ( Eugene's Greek Restaurant ) and an industrial gas supply company. The suite in question was previously occupied by an English Language School and has been vacant for two years.

Currently, there is a desire to restore an emphasis on active commercial uses at street level in order to contribute to the growing vitality of the area and to create a more inviting, pedestrian-friendly environment in the process. Under the current zoning, office uses are not permitted on the ground floor. One of the goals is to improve the interface between the building and the public realm, during the day and the evening, weekdays and weekends.

## PIZZERIA PRIMA STRADA

Award-winning Pizzeria Prima Strada is a locally-owned small business, with two well-established locations in Victoria. At both locations, the Cook Street Village and Bridge Street, Prima Strada is known, not only, for its authentic, wood-fired thin crust pizzas and great food experience, but also, for being a "neighbourhood pizzeria". Community-fit within neighbourhoods where people live and work has proven to be integral to its ongoing success. The owners of Pizzeria Prima Strada bring a local energy to the neighbourhood and wider community along with their partners who share a similar vision towards locally sourced, fresh ingredients and products. They are also known for supporting neighbourhood events and organizations.

The proposed restaurant would have a maximum of 70 indoor seats with 30 patio seats available seasonally. As seating is tied directly into off-street parking requirements, it seems reasonable that one acknowledge the seasonal and often challenging aspect of patio seating and recognize how often all seats ( indoor and out ) are likely to be occupied at the same time. Requests for parking relaxations are typically weighed against maximum or peak occupant loads (in this case 100 seats). One could perhaps consider that the 30 patio seats will remain largely unoccupied during portions of the year and that when weather conditions support patio seating, the same conditions will support patrons arriving on foot or by bike or encourage fewer patrons to sit inside.

Part of the proposal includes a revitalization of the south-facing plaza along the Fort Street frontage, with the addition of decorative planters, feature lighting, outdoor patio seating and bicycle parking. The patio is designed to engage one of two existing ponds, which has remained largely neglected and subject to abuse (garbage, graffiti, public urination) and which is in need of meaningful purpose (and TLC). For patio patrons, the pond, complete with new bubblers, feature lighting and the potential for water plants, will mitigate both road noise and patio noise. For pedestrians, it will continue to remain accessible from the public realm and for everyone's enjoyment, in addition to serving as seating in close proximity to the bus shelter.

## OFF STREET PARKING REQUIREMENTS

FPL Holdings retained Bunt & Associates to review the parking impacts of introducing a new restaurant on the ground floor of 1990 Fort Street. The detailed report, enclosed herein, reviews the on-site parking supply, examines the restaurant's anticipated parking demand, assesses the availability of nearby vehicle parking and proposes transportation demand management strategies to mitigate parking demands and shortfalls.

While detailed data, statistics and analysis are not re-printed here, the parking review prepared by Bunt & Associates concludes that a parking relaxation for this proposed use in this location is supportable. The rationale, includes but is not limited to the following:

- the proposed restaurant is expected to add to the synergy and vitality of the area
- the building is within walking distance of medium density residential and commercial uses and higher density office and employment uses, where patrons are expected to walk to lunch and/or dinner
- the area around Fort and Foul Bay has even more potential to attract walk-in lunch customers from the surrounding offices, hospitals and clinics, schools, shopping centres, residences and apartments than both the Cook Street and Bridge Street locations
- a new restaurant will provide people working in the neighbourhood with a new lunch/dinner destination and space for lunch/dinner meetings
- overall on-site parking demand for the building drops when medical offices close for lunch
- the site is well serviced by public transit and is adjacent to the City of Victoria cycling network
- additional bike parking will be provided along the Fort Street frontage




- ample parking is available on site during the restaurant's typically busy dinner period since the medical offices within the building are closed
- ample parking is available on site throughout the weekend when the medical offices are closed
- off-site publically available parking supply in the form of street parking (free) or pay parking lots (Robbins) can be considered to mitigate overflow parking demand of the Fort Street Medical Building
- patio seating will be enjoyed seasonally, weather permitting and should be differentiated from the 70 indoor seats, representative of the daily norm

It is the hope of the building owners ( and the owners of Pizzeria Prima Strada ) that the request for a parking relaxation will be granted, weighed along with the larger benefits to the neighbourhood and maintaining vibrant commercial activities, support for locally-owned small business and the opportunity for one less "For Lease" sign. The building is existing and any new uses within the building will potentially create a demand that exceeds the on-site parking capabilities. Of prime importance to Pizzeria Prima Strada is that patrons can walk and cycle to the restaurant because they live or work close by or while they visit and shop within the larger commercial context.

We trust that the foregoing provides you with enough information to proceed with your review process. Should you require additional information or clarification, please do not hesitate to contact us.

Regards,  
Hillel Architecture Inc.,



Karen Hillel Architect AIBC



April 23, 2015  
6029.01

Dan Meir / Dave Bornhold  
FPL Holdings (1990 Fort St.) Ltd.  
c/o Devon Properties Ltd.  
#201-2067 Cadboro Bay Road  
V8R 5G4

Dear Dan & Dave:

**Re: 1990 Fort Street Parking Review Revised  
Suite 104/105 Parking Variance**

## 1. INTRODUCTION

Bunt & Associates were retained by FPL Holdings to review the parking impacts of introducing a restaurant into Suite 104/105 of the 1990 Fort Street office medical building, in the City of Victoria (location shown in **Exhibit 1**).

The restaurant would replace the previous English Language School tenant. The proposed restaurant would have a maximum of 70 indoor seats and an additional 30 seats outside during the non-winter months, for a total of 100 seats.

The land use alteration requires a development permit application for parking relaxation. **The required parking relaxation for the building as a whole is 8 parking spaces.**

Bunt was retained to review the feasibility of the proposed on-site parking supply, to examine the restaurant's expected parking demand and to assess the availability of nearby vehicle parking.

## 2. RESTAURANT PEAK PARKING DEMAND

### 2.1 City of Victoria Bylaw

For the building as a whole, the net new variance is calculated at 8 parking spaces (92 stalls required weighted against the original 84, which were varied to 66). A breakdown of the 92 stall calculation for the building is presented as **Appendix A**.



City of Victoria off-street parking bylaw requires one parking space per 5 restaurant seats. Hence the proposed 100 seat restaurant in isolation would require 20 parking spaces. The indoor portion of the restaurant (70 seats) would require 14 parking spaces. Hence when examined in isolation from the rest of the building the proposed restaurant's 8 parking space provision (within the parkade) represents a 12 space parking variance for the restaurant during its 100 seat summer period, and 6 spaces for the 70 indoor seats. This 12 space variance (higher than actual required 8 space variance) is referenced in this report as this report examines the parking demands and time of day dynamics of the restaurant based on City of Victoria bylaw without consideration of previous variance.

ITE Parking Generation Manual trip rates suggest parking demand for a quality restaurant be as high as 0.49 spaces per restaurant seat. However the ITE rate has no comparison value in this mixed-use, urban context as "most (of its) data is collected from suburban sites with isolated single land uses with free parking".

## 2.2 1990 Fort Street Building

1990 Fort Street is a 4-story mixed use building with predominately small office medical services. The ground level land uses include a pharmacy and a restaurant (Eugene's Greek restaurant). There are currently three vacant offices, resulting in an approximate 7% building vacancy. Photo 1 below illustrates the buildings land uses as of December of 2014. It is noted that the current approximate 7% building occupancy is offset by the 11 parking spaces currently leased to vehicles external to 1990 Fort Street (8 of these will go to the proposed restaurant leaving one space of each of the three remaining vacant offices).

The 1990 Fort building is serviced with 14 publically available (\$1.50 per hour) at grade parking spaces located to the immediate north of the building and 50 (reserved) parking spaces in the building's parkade. The parking supply for the building reflects a parking variance for the original building of 5 parking spaces.

The 50 reserved parking spaces in the parkade are reserved for tenant use from 8AM to 5PM Monday to Friday. The proposed plan will provide 8 of these parkade spaces to the restaurant during the daytime period and could allow additional parkade spaces to be used by the restaurant after 5 PM on weekdays and throughout the weekend when the medical office uses of the building are closed. Many offices in the buildings close at 4:00 PM, 4:30 PM or earlier. As will be discussed in Section 3, the observed parkade data illustrates an occupancy drop between 3 PM and 4 PM.





## Exhibit 1 Site Location

Unit 104/105, 1990 Fort Street Parking Review  
6029.01 February 2015 Scale NTS



1990 Fort St. Medical Building					
Anderson, Dr. J.E.	Neurology	202	Allen, Dr. C.M.	Neurology	202
Bernheimer, Angelo	Oncology	205	LifeLab Medical Laboratory Services		202
Burns, Dr. Alan B.	Ophthalmology	206	Luettich, Dr. G.H.	Dermatology	207
Capers, Dr. Sarah E.	Endocrinology	208	Maclean Inc. Dr. H.	Dentist	410
Clark, Dr. Heather E.	Neurology	406	Medigen		306
Clark, Dr. Kevin M.	Ear, Nose and Throat Surgeon	401	NeuGen Hearing		402
West Coast Medical Imaging	2100 Wilshire Blvd. Suite 1000	301	Varian, Dr. DE	Neurology	405
Conway, Dr. Bill	Family Practice	202	Walsh, Dr. Patricia K.	Neurology	308
Conover, Linda Gargo		207	Wegman, Dr. Victor O.	Neurology & Comprehensive Neurology	306
Eggert's Restaurant Ltd.		103	Werner, Dr. J.P.	Neurology	410
Finch, Dr. Brian	Dentist	104	Werner, Dr. J.P.	Neurology	410
Gale, Dr. G.	Neurology	303	Werner, Dr. J.P.	Neurology	410
Hargrave, Dr. C.M.	Neurology	304	Werner, Dr. J.P.	Neurology	410
Hartman, Dr. R. L.	Neurology	304	Werner, Dr. J.P.	Neurology	410

The building is at the centre of a diverse and busy mixed use area. It is within range of substantial residential density, major employment centres such as the Royal Jubilee hospital, adjacent commercial shopping areas, as well as community land uses such the Oak Bay Community Centre and Oak Bay Secondary school. These land uses are all within a short 5 minute walk of the proposed restaurant. The walkability of the immediate area is expected to impact the mode split of restaurant patrons, particularly during the lunch period.

The site is well serviced with transit. Bus route 11 provides 10 minute peak period headways to the site.

As mentioned prior the largest mode split factor for the restaurant is expected to be a higher than typical walking modal split due to the high level of employment and residences within 500 m of the site. The walking mode split is expected to further increase during the summer months when the restaurant's outdoor seating area is open.

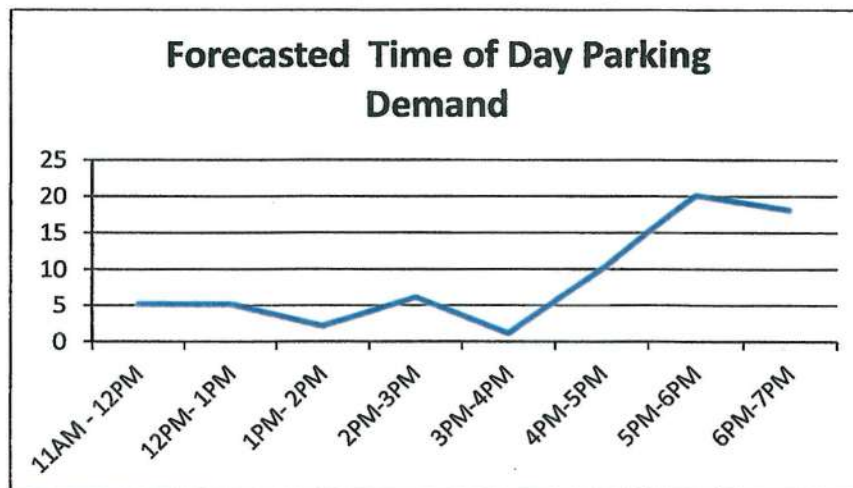
City staff have called into question if the bylaw required 20 spaces is high enough for this location (the bylaw aims to accommodate for peak demand period; hence this was used for the full occupancy baseline condition). If the City can concede the lunch period restaurant mode split in the mixed use area of 1990 Fort Street would have an average Victoria mode split, then the bylaw required 20 space peak demand would be relevant. In our opinion the proposed location is likely to have a lower than average Victoria vehicle mode split during the lunch time period due to the hospital, school, the high number of offices and surrounding residential density all being within a 5 minute walk.

#### 2.4 Proposed Restaurant Parking Demand

Since ample parking is available during the restaurant's typically busiest dinner period, the critical parking period for the proposed restaurant is during the weekday lunch period. During the lunch period the restaurant is expected to be busy, coinciding with the building's office uses also being open and hence the parkade spaces beyond the 8 spaces reserved for the restaurant will be reserved for other building tenants.

Customer count data was collected from an existing location of the proposed restaurant tenant to establish time of day patterns. The Cook Street location is considered a reasonable comparable for establishing time of day occupancy patterns. The time of day customer count data from the Cook Street location consists of 6 datasets (Appendix A). The highest recorded customer count was taken for each of the hour periods and matched against the highest recorded hourly customer count (5-6 PM on a Friday in August of 2014) to establish a peak occupancy for each hour period. The expected time of day parking demand based on a 20 space peak demand is presented in **Exhibit 2**.

**Exhibit 2: Forecasted Weekday Time of Day Parking Demand**





Mode split data obtained from the Cook Street location suggest very low vehicle mode split for staff (2 of 11 employees typically drive to work). This trend is also assumed for customers who generally live or work within a walking distance to the site. This trend of low vehicle mode split is expected to be replicated for the proposed Fort Street location. The operators expect a higher than typical walking mode splits due to the large number of employees, residents and students living or working within a reasonable walking distance of the site.

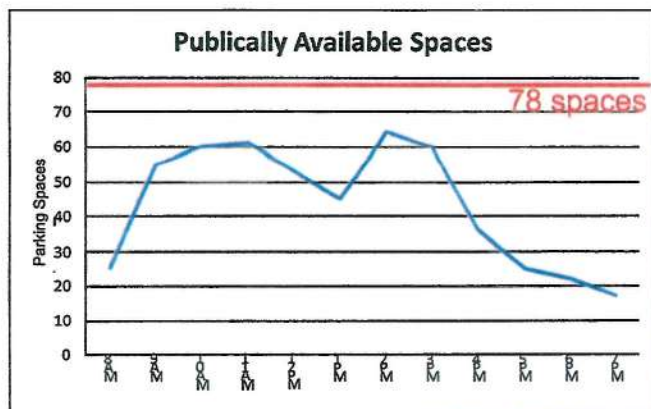
### 3. EXISTING AREA PARKING DEMAND

Bunt conducted a day long (8:00 AM to 7:00 PM) parking occupancy survey on December 4, 2014 to document local area parking demand. Parking counts were conducted every one hour during the survey period, and augmented with half hour counts during the critical lunch period. The observed parking areas and their parking regulations are illustrated in **Exhibit 3**.

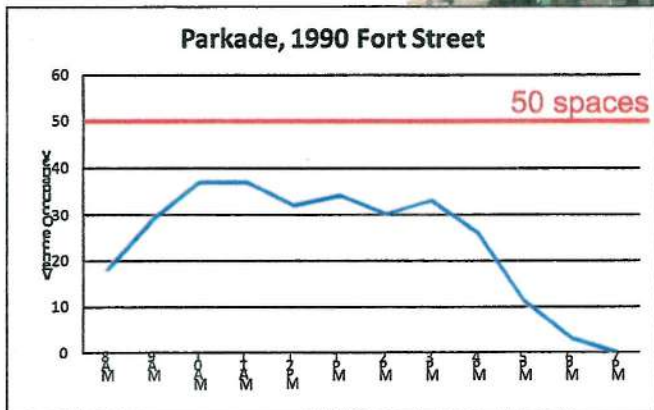
**Exhibit 4** illustrates the observed daily parking demand profile for the publically available parking spaces as well as the 1990 Fort Street parkade. The expected restaurant parking demands are also shown in Exhibit 4, as well as a graphic illustrating the layering of expected restaurant parking demand over the observed background parking demands.



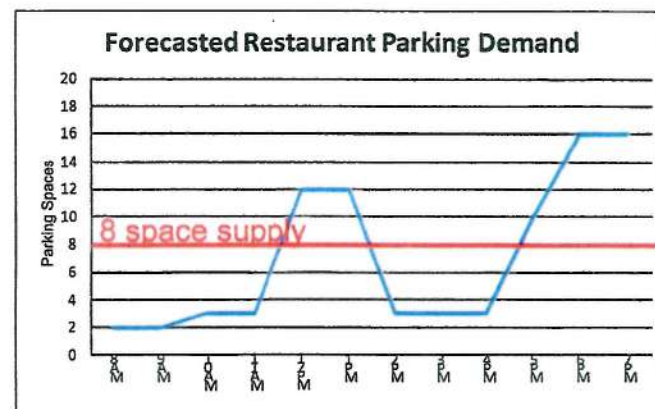




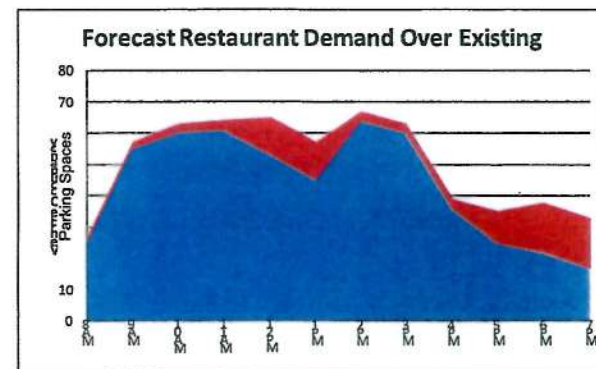
Publicly available parking space demand was shown to drop by about 10 - 20 spaces during the lunch period (12:00 to 1:00) and by approximately 30 - 50 spaces during the dinner period.



Data collected on December 4, 2014



Restaurant parking demand is expected to be below its 8 space allotment during peak adjacent parking demand periods with lunch and dinner time peaks.



The forecasted restaurant peak parking demand periods coincide with observed background publicly available parking space demand reductions, which allows the available parking supply to accommodate the forecasted peak restaurant parking demands.

## Exhibit 4 Parking Occupancy and Forecast Restaurant Demand

As shown in Exhibits 3 and 4, there are currently 78 publically available parking spaces within a block of the site (excluding parking spaces at commercial areas across Fort Street and Foul Bay Road which are reserved for patrons of those sites).

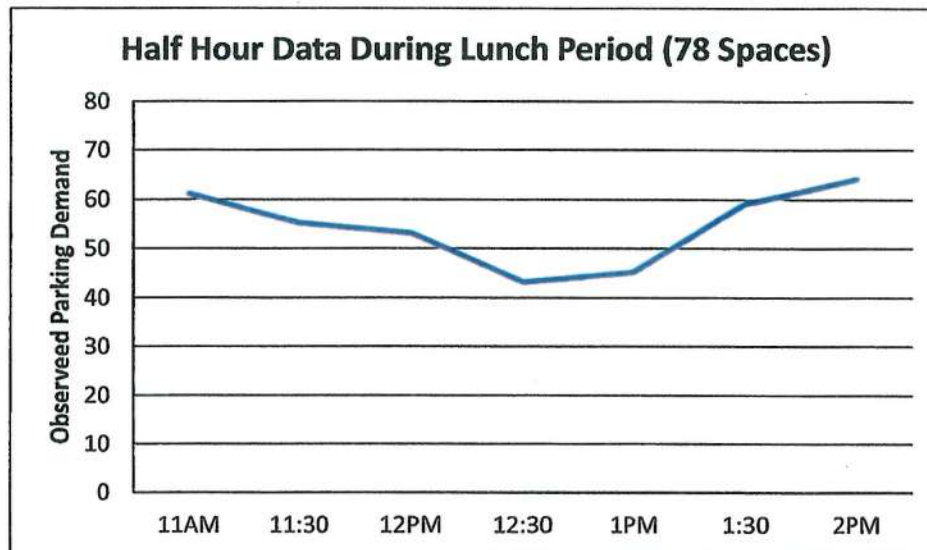
The observed peak parking demand was recorded at 2 PM, when 64 of the 78 publically available spaces were occupied. This is generally considered an appropriate level of occupancy, in line with peak period parking occupancy targets of 80% to 85%.

The parking occupancy data found a clear reduction in parking demand during the lunch period. 5 - 6 spaces of this lunch time demand reduction occurred in the 14 space parking lot immediately north of the building (8 - 9 spaces out of the 14 spaces were occupied from 12:00 to 1:00 PM). This is largely attributed to the offices within the 1990 Fort Street building being closed during the lunch period.

Additional (half hour) occupancy data was collected during the critical lunch time at 11:30 AM, 12:30 PM and 1:30 PM. The following graph (Exhibit 5) illustrates parking occupancy data, on a half hour basis, for the 78 nearby publically available parking spaces. The graph confirms the lunch period parking reduction.

It was difficult to draw comparisons with the parking demand of the existing Eugene's Greek restaurant (located in the 1990 Fort Street building), as that restaurant was observed to only have peaked with approximately 10-15 patrons (occurred during the lunch period) and the travel patterns of those patrons were not surveyed.

**Exhibit 5: Publically Available Spaces within One Block – Lunch Period Observed Demand**





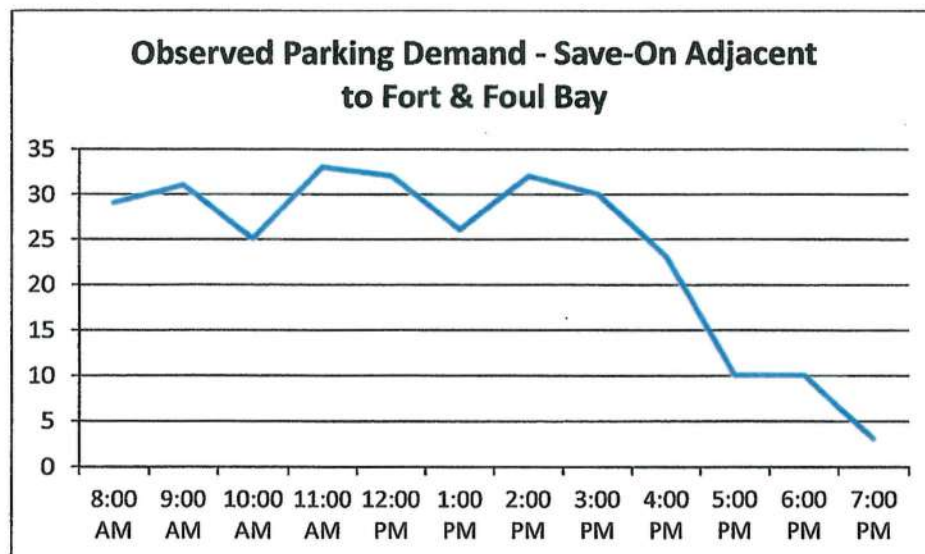
At 12:30 the parking demand for the 78 publically available parking spaces was recorded at 45 spaces, and at 1:00 the demand was recorded at 44 parking spaces. Hence it was concluded that the lunch period coincides with a reduction from local area peak parking demand by approximately 10 to 20 parking spaces, 5 to 6 of which are to the immediate north of the building.

This pattern of decreased local area parking demand was also found in the parkade dataset where the lunch period parking occupancy reduction was also observed (also shown in Exhibit 4).

During certain periods of the day the 14 space publically available parking lot on-site filled to 100% capacity. Therefore during these times latent demand may also exist. In addition, free parking across Fort Street in the Save-On Foods parking lot likely attracts visitors of near-by buildings including 1990 Fort Street.

To estimate the number of 1990 Fort Street generated vehicles that may be parking at Save-On Foods Bunt also collected daily parking demand profiles for the 35 parking spaces located on the Save-On Foods site which are closest to the 1990 Fort Street building. Daily profile of parking demand at these parking spaces is presented in Exhibit 6.

**Exhibit 6: Analysis of Parking Demand Overflow – Demand Across Street at Save-On Foods Parking Lot North**



The 10 space demand observed at 5 PM and 6 PM was used as the baseline, these spaces are believed to not be used by 1990 Fort Street visitors as the building is closed at that time. Removing the 10 baseline parking space demand from the day time observed demand results in an estimated 23 to 13 spaces which are estimated to be used by vehicles external to Save-On Foods. These trips

were assigned to the following near-by land uses as presented in **Table 1**. - The estimated 23 external vehicles were distributed based on the adjacent buildings projected trip generation (size and land use) and distance from the parking area to the land use.

**Table 1: Near-by Land Uses Contributing to Potential External Parking at Save-On Foods**

Location	Notes	%	Total Vehicles
Starbucks Building	Adjacent building	15%	3
1964 Fort St	45,000 sf medical offices/ commercial	25%	6
Royal Jubilee Hospital	600 - 800 m distance	20%	5
1990 Fort Street	29,335 sf medical offices/ commercial	20%	5
1950 Fort St Commercial	Two businesses (Foul Bay Road is closest crossing)	5%	1
Save-on Foods	Intended User	10%	2
Other	i.e. East of Foul Bay Road	5%	1
Total		100%	23

Based on the calculations presented in Table 1 approximately 5 vehicles parked at Save-On Foods were assigned to the 1990 Fort Street building.



## 4. SUMMARY & RECOMMENDATIONS

### 4.1 Summary

The expected demand of the proposed restaurant, latent or overflow demand of the 1990 Fort Street building, the proposed 8 parkade spaces and the available spaces at the on-site publically available parking lot are presented together on an hourly basis in **Table 2**.

**Table 2: Summary of 1990 Fort Street Parking Supply & Demand - Time of Day Profile**

	11AM-12PM	12PM-1PM	1PM-2PM	2PM-3PM	3PM-4PM	4PM-5PM	5PM-6PM	6PM-7PM
Restaurant Parking Demand	5	5	2	6	1	10	20	18
1990 Fort Overflow	5	4	3	4	4	3	0	0
Available Parkade Spaces (-)	8	8	8	8	8	8	50	50
Available On-Site (-)	0	2	4	0	1	7	9	13
<b>Shortfall</b>	<b>2</b>	<b>-1</b>	<b>-7</b>	<b>2</b>	<b>-4</b>	<b>-2</b>	<b>-39</b>	<b>-45</b>

As illustrated in Table 2, using the assumed peak of 20 parking spaces for the proposed restaurant and calculating in the buildings estimated overflow parking to the adjacent Save-On Foods parking lot results in a shortfall of vehicle parking for the 1990 Fort Street building of two (2) parking spaces (occurs twice during the hourly daytime profile). This shortfall is largely a product of estimated 1990 Fort Street overflow parking demand as it is outside restaurant peak periods.

## 4.2 Conclusions and Recommendations

- We recommend the City of Victoria grant a parking variance (8 space variance when requirements are calculated for the building as a whole) for the proposed restaurant use at 1990 Fort Street, Suite 104/105. Our data suggest the proposed restaurant land use and its expected parking demand profile will have a strong synergy or fit within the local parking demand profile.
- The parking demand for the restaurant is expected to peak in the evening period, during this time the building's medical offices will be closed. The lunch period demand is expected to be approximately 25% of the evening peak demand. This is supported with data from another location (Cook Street) of the proposed restaurant.
- The lunch period (12:00 PM to 1:00 PM) was identified as the critical parking demand period as it coincides with the building's daytime office uses. During this period adequate publically available parking is encountered due to reduced background demand due to medical offices being closed for lunch.
- The local area parking occupancy data collected by Bunt suggests that even if the full 20 parking spaces required by bylaw were required, this demand beyond the 8 spaces provided in the parkade could be absorbed within the reduction of immediate area background parking demand which was observed during both the lunch and dinner periods.
- The parking demand at this location is expected to be lower than typical restaurant locations due to the mixed use nature of the area and the high portion of employees in the area who are within walking distance of the site.
- The 7% building vacancy is offset by the parkade spaces currently being leased external to the building (currently 11 spaces rented to external tenants minus eight for restaurant, results in one space for each currently vacant office).
- We recommend the 8 parking spaces provided within the parkade be clearly marked as restaurant visitor spaces; this includes providing a notice of parking availability within the restaurant and at the parkade entrance. The 8 parkade spaces should be grouped together. Additionally the buildings should ensure the parkade remains accessible to facilitate restaurant evening hours.
- It is our recommendation that Transportation Demand Management strategies be used to decrease the restaurant's parking demand by 10% in order to compensate for the



projected two space (10%) shortfall of publically available on-site parking spaces at 1990 Fort Street. To accomplish the 10% parking demand reduction we recommend the building:

- Leverage its favorable location by promoting cycling mode share. Recommended that the building provide additional weather secured bicycle parking along its Fort Street frontage, and,
- Add a bicycle rack to the parkade's existing Class 1 bicycle storage area, and,
- Aim to reduce the parking demand of restaurant staff. We recommend that 7 of the provided 8 parkade spaces be made available to restaurant patrons (one space marked/ reserved for staff), and,
- Offer transit subsidies to restaurant employees, where the employer contributes 25% of the cost of an employee's transit pass.

\*\*\*

We trust this information to be of value. Should you have any questions or comments please do not hesitate to contact us at the number provided below.

Yours truly,  
**Bunt & Associates**



Jason Potter, M.Sc. PTP  
Transportation Planner

## Appendix A: 1990 Fort Street Medical Building – Variance

Prima Strata, Cook Street Location Customer Count Data

6 data sets	11AM - 12PM	12PM- 1PM	1PM- 2PM	2PM-3PM	3PM-4PM	4PM-5PM	5PM-6PM	6PM-7PM	7PM-8PM	8PM-9PM	9PM- 10PM
Jan-15 Monday	11	11	6	18	0	13	47	45	41	10	4
Friday	14	14	5	9	3	30	65	58	41	45	19
Aug-15 Monday	15	15	8	24	1	18	64	61	56	14	5
Friday	17	18	7	11	3	37	80	71	50	55	23
May-14 Monday	10	10	6	17	0	12	44	42	39	10	4
Friday	15	16	6	10	3	33	71	63	45	49	20
	14%	14%	8%	23%	0%	16%	59%	56%	51%	13%	5%
<u>% of peak</u>	18%	18%	6%	11%	4%	38%	81%	73%	51%	56%	24%
	19%	19%	10%	30%	1%	23%	80%	76%	70%	18%	6%
	21%	23%	9%	14%	4%	46%	100%	89%	63%	69%	29%
	13%	13%	8%	21%	0%	15%	55%	53%	49%	13%	5%
	19%	20%	8%	13%	4%	41%	89%	79%	56%	61%	25%



## Appendix B: Cook Street Location- Time of Day Occupancy Profile

# FORT STREET MEDICAL BUILDING

1990 FORT STREET, VICTORIA BC

Off-street parking requirements: based on current and proposed uses

BUILDING CLASS	RENTABLE AREA [ sq.m. ] includes common areas	BALANCE OF COMMON AREA [ sq.m. ] proportional share of exit stairs 36.9 sq.m.	TOTAL AREA	REQUIRED PARKING		
<b>1</b>						
RETAIL	233.5 sq.m.	30.7%	11.3 sq.m.	244.8 sq.m.	1 space / 37.5 sq.m. =	7 stalls
MEDICAL/DENTAL OFFICES	100.3 sq.m.	13.2%	4.9 sq.m.	105.2 sq.m.	1 space / 37.5 sq.m. =	3 stalls
RESTAURANT ( existing, 20 seats )	162.6 sq.m.	21.4%	7.9 sq.m.	170.5 sq.m.	1 space / 5 seats =	4 stalls
RESTAURANT ( proposed, 100 seats )	263.8 sq.m.	34.7%	12.8 sq.m.	276.6 sq.m.	1 space / 5 seats =	20 stalls [previously 6 required for retail]
<b>2</b>						
MEDICAL/DENTAL OFFICES	788.8 sq.m.	92.2%	34.0 sq.m.	822.8 sq.m.	1 space / 37.5 sq.m. =	22 stalls
OTHER OFFICES	66.7 sq.m.	7.8%	2.9 sq.m.	69.6 sq.m.	1 space / 65.0 sq.m. =	1 stall
<b>3</b>						
MEDICAL/DENTAL OFFICES	763.8 sq.m.	90.2%	33.3 sq.m.	797.1 sq.m.	1 space / 37.5 sq.m. =	21 stalls
OTHER OFFICES	83.1 sq.m.	9.8%	3.6 sq.m.	86.7 sq.m.	1 space / 65.0 sq.m. =	1 stall
<b>4</b>						
MEDICAL/DENTAL OFFICES	415.2 sq.m.	88.9%	32.8 sq.m.	448.0 sq.m.	1 space / 37.5 sq.m. =	12 stalls
OTHER OFFICES	51.9 sq.m.	11.1%	4.1 sq.m.	56.0 sq.m.	1 space / 65.0 sq.m. =	1 stall
			3 077.3 sq.m.	TOTAL REQUIRED =		92 stalls
				TOTAL PROVIDED =		66 stalls
						16 surface
						50 underground parkade

Revised by Hillel Architecture Inc.

09 April 2015





North Jubilee  
Neighbourhood  
Association

c/o 1766 Haultain Street

Victoria, B.C., V8R2L2

May 11, 2015

Mayor Lisa Helps and Victoria City Councillors

1 Centennial Square

Victoria, B.C., V8W1P6

Re: Development Permit Application #00411 for 1990 Fort Street

Dear Mayor Helps and City Councillors:

The NJNA Land Use Committee discussed the Development Permit Application and plans forwarded to us on March 20, 2015 by the Sustainable Planning and Community Development Department re the Pizzeria Prima Strada project at this location. On March 30<sup>th</sup> we requested further information from Lucina Baryluk re the seating shown in the front of the proposed restaurant being screened by a fence and planters plus a covered bike rack and were advised that the patio area can be secured through a landscape bond. The parking variance had to be further researched and we now understand there is parking reserved underground for 8 stalls.

The applicant did not contact our Land Use Committee, but we discussed this application further at a May 4<sup>th</sup> meeting and feel that a pizza restaurant would be a definite asset to this location with its outdoor seating and planters. As there is also a pond which is part of the public art component, it sets a friendly atmosphere for both patrons and pedestrians walking by. The bike rack will encourage cyclists to use it as a meeting place and with evening hours, this area could become a more vibrant part of our neighbourhood.

Your truly,

Jean Johnson, NJNA Land Use Committee Chair

Cc: Lucina Baryluk, Senior Process Planner