

June 3 2015 6056.01

Carmdon Enterprises Inc. c/o Teryl Mullock Teryl Mullock Architecture Ltd. 584 North Fletcher Road Gibsons BC VON 1V9

Dear Teryl:

Re: 757 School Road, Gibsons, BC

**Parking Supply Review** 

As requested, Bunt & Associates has completed a parking supply review for the existing site located at the above-noted address. This study was completed to assess an adequate parking supply for the proposed rental apartment use.

The following letter outlines our findings. I trust that this letter will be of assistance to you. Please do not hesitate to contact us for further questions or comments.

Yours truly,

**Bunt & Associates** 

Sharon Lee, AScT, CAPM

Senior Transportation Technologist

# 1. BACKGROUND

Bunt & Associates (Bunt) was retained by Carmdon Enterprises Inc. to undertake a study to assess an adequate parking supply for a proposed rental apartment located at 757 School Rd in Gibsons, BC, at the corner of School Rd and O'Shea Rd. The proposal calls for the development of a 4 storey building with up to 30 low income rental units. The site layout is shown in **Exhibit 1.0**. While the site plan is still under development, it is anticipated the building will be comprised of a mix of one and two bedroom units which will have affordable rents. The profile of rental unit types will be similar to the existing Bayview Apartments, located nearby at 725 Gibsons Way with one (1) bachelor, 24 one bedroom and 12 two bedroom units.

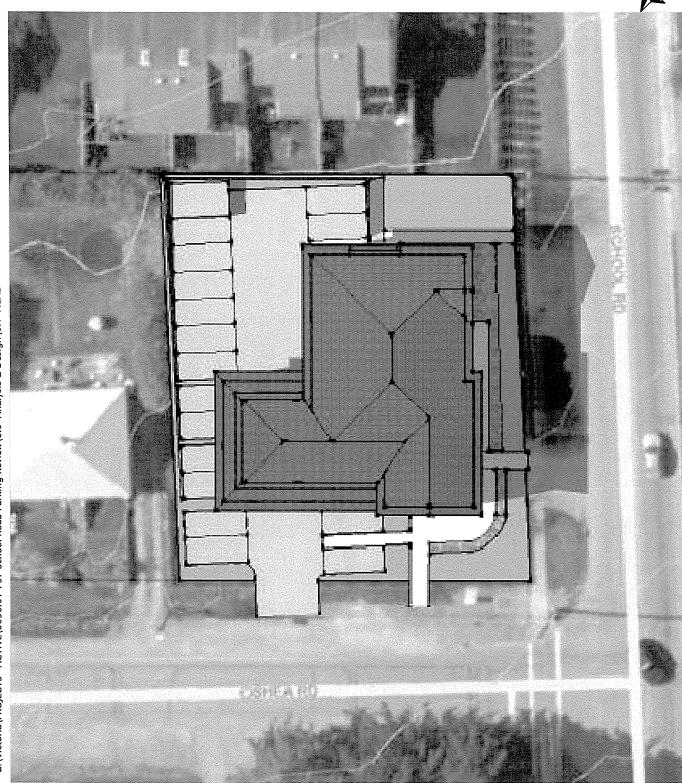
The property is located in the O-Shea / Oceanmount Neighbourhood Area, designated as "Low Density Infill" in the Town of Gibsons' Official Community Plan and is zoned as 'Medium Density Residential'. Townhouses, stacked townhouses and two to four storey apartments are permitted in this zone. A single family dwelling currently occupies the development site.

Carmdon Enterprises Inc. is proposing to provide less on-site parking than the Town of Gibsons' Bylaw requires, and the Town's staff seems supportive of the idea given the proposed use of the building. Therefore, Bunt was engaged to conduct an assessment of the parking demand to establish the parking supply needed in support of the proposed use.

## SCOPE OF WORK

The following methodology to complete the study was confirmed by Town of Gibsons' staff:

- Review existing transit, bike, and pedestrian facilities info in the area to support a parking reduction rationale.
- Collect parking supply/demand data from Bunt database on similar uses, i.e. low income rental apartments.
- Compare parking rates of other similar municipalities.
- Obtain ICBC vehicle ownership data of other low income rental apartment in Gibsons and surrounding towns. Due to the limited number of comparable sites in or near Gibsons, Town staff have agreed to also allow the use of some smaller municipalities and towns on Vancouver Island as suitable comparisons (for vehicle ownership).



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**Exhibit 1.0** Site Layout



## LOCAL CONTEXT

#### 3.1 Road Network

The study site is located at the northwest corner of the intersection with School Road and O'Shea Road, classified as Type 1 Collector Streets. Within the Town, west of School Road, is Gibsons Way, categorized as an arterial road and is a major truck route for goods movement to and from BC Ferries and barges. East of School Road, and along the site, Gibsons Way is considered a Type 1 Collector.

The Town's Future Road Network Plan indicates that Oshea Road will eventually be extended to Mahon Road to the west.

## 3.2 Site Proximity

The site is within a very short distance, less than 5 minute walk, to a variety of local restaurants, shops, schools and amenities. Gibsons' Landing which features a host of restaurants, cafes and retail is less than 1 km away. There is a significant change in grade between the site and Gibsons Landing and those with mobility issues may prefer to make the trip by transit. The site and context area are illustrated in **Exhibit 2.** It should be noted that the subject development is located within approximately 200m of a similar apartment building located at 725 Gibsons Way.

## 3.3 Transit Service

The Sunshine Coast Transit System, operated by the Regional District, provides bus service to the site. Route #1 connects the Langdale Ferry Terminal to Gibsons, and then west to Sechelt. The following **Exhibit 3** illustrates the schedule for Route 1. Route #90 is an express route which originates but does not travel through the Gibsons Loop. Refer to **Exhibit 4** for the schedule.

## 3.4 Pedestrian Facilities

There is a sidewalk on the west side of School Road from the intersection with Gibsons Way to Gibsons Landing to the south. Marked crosswalks at all intersecting roadways with School Road are also provided on the west side. To the north, the signalized intersection at Gibsons Way and School Road has pedestrian acitivated signals.

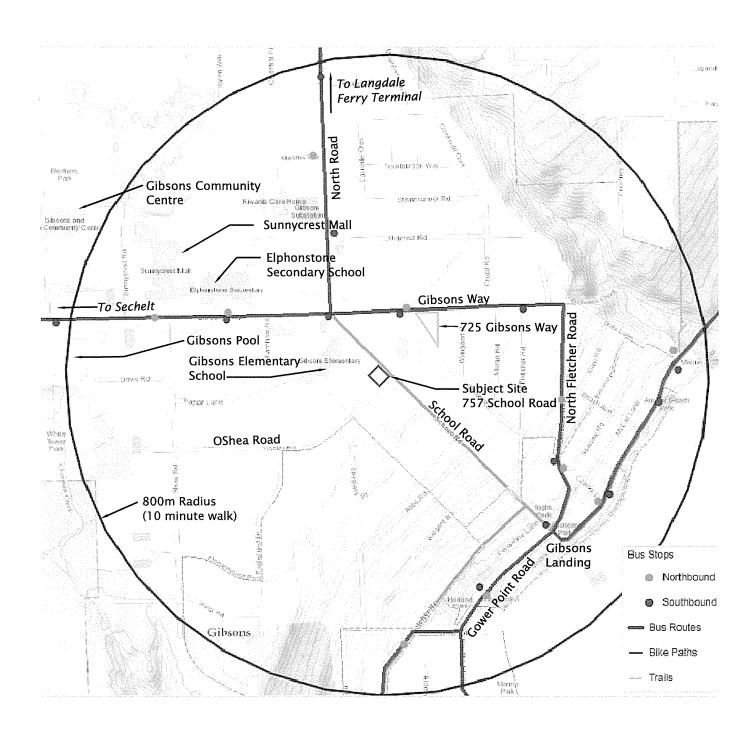
OShea Road has sidewalks on the north side of the roadway, however they are not provided along the subject site frontage.

Exhibit 2 illustrates a trail network which provides connection from Gibsons Landing to O'Shea Road, past Gibsons Elementary School, and terminates at Poplar Lane.

#### 3.5 Cycling Facilities

There are no cycling facilities in the vicinity of the subject site, however cycling infrastructure improvements are planned (refer to Section 4) for Gibsons Way.





# Exhibit 2 Location Plan and Proximity Map



Exhibit 3: Langdale and Sechelt Ferry Schedule

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Exhibit 4: Langdale and Sechelt Express Schedule

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## 3.6 Coast Car Co-op

There are currently three co-op cars located in Gibsons. A 2013 Prius C Hybrid (at Town Hall in Lower Gibsons, 474 South Fletcher Road), a 2014 Dodge Grand Caravan (at Crucil Road and Gibsons Way in Gibsons, approximately half way up the hill) and a 2001 Ford Ranger Pickup Truck (at Sunnycrest Mall in Gibsons, located by the bus stop next to Mall sign).

Members are billed monthly based on usage and bookings can be made far in advance or just minutes before using the car. An online or mobile reservation system is used to book the desired vehicle and the car can be picked up from the designated spot. At the end of the booking, members return the car to the same parking spot. The Coast Co-op website indicates there is a \$400 refundable one-time membership share (\$400 per unit).

Town of Gibson's Planning staff have indicated support in the reduction of the off-street parking bylaw requirements providing an on-site car share stall is provided and tenants are provided memberships. Car share memberships provided to tenants typically 'belong' to the building and can be transferred to new tenants when another moves out. At this time, it has not been confirmed if the Coast Co-op Car share would operate in a similar fashion.

#### TOWN OF GIBSONS PLANS

The Town of Gibsons has released multiple publications, with relevant policies and objective to the site under consideration.

Gibson's Official Community Plan (OCP) *Smart Plan (2005)* outlines general residential objectives, including:

- "Recognize the varied housing needs and preferences within the community, and allow for a mix of housing types suitable for the changing population;
- Ensure the most effective use of Gibsons' limited land base by supporting higher densities in appropriate locations."

In reference to the O-Shea / Oceanmount Neighbourhood, in which the site is located, Section 9.3 of the OCP outlines the support for multi-family housing. Additionally, in Section 12.3 parking is noted to not be an issue in Gibsons, with the exception of a perceived shortage during the visitor months in Lower Gibsons.

As previously noted, the subject site proposes to provide up to 30 low income rental units, which may be occupied by low income families, seniors and / or those with disabilities. Section 9.4of the OCP indicates support for this type of development being integrated into the community.

The Town has partnered with he SCRD and District of Sechelt, in developing a regional sustainability plan for the Sunshine Coast titled, We Envision One Coast: Together in nature, Culture and

Community. One of the thirteen strategic directions of this plan is to ensure affordable housing is available.

"Affordable housing attracts and retains a diverse range of residents, strengthening social inclusion, cultural and economic vitality. A community that has housing that is affordable invites young families wanting to raise children, is able to house its workers, and can take care of its most vulnerable<sup>3</sup>."

This sustainability plan also includes a strategic direction with respect to transportation.

"We envision reduced transportation emissions by increasing development density and promoting innovative alternative transit strategies and by increasing infrastructure to support transportation diversity™

In the Town's *Strategic Plan 2013 - 2014*, with respect to transportation, the focus is on "expanding the connections between locations by foot, by bicycle, by transit, and by car, creating complete streets for users of all ages."

Strategic Objective III outlines plans to construct two key bicycle networks, which includes provision for Gibsons Way.

## PARKING ANALYSIS

5.1 Town of Gibsons By-Law Requirement vs. Comparable Municipalities and Towns

## 5.1.1 Town of Gibsons

The off-street requirement for residential apartment use in the Town of Gibsons is 1.5 stalls per unit, of which 15% should be available for visitor use. The proposed development may contain up to 30 units, therefore requires 45 stalls on-site parking (1.5 stalls x 30 units) to meet the Town's bylaw. The Town does not have any specific rate for rental apartment use which is usually lower than non-rental use in term of parking demand.

#### 5.1.2 Lower Mainland

The number of other municipalities in Metro Vancouver that have multi-family rental specific bylaw rates is limited. The City of Vancouver is currently promoting their 'Rental 100' program which is a suite of measures designed to encourage developers to construct new, purpose built rental

<sup>3</sup> http://www.onecoast.ca/files/File/Strategic%20Directions/2012-JUL-18%20OneCoast%20HOUSING.pdf

http://www.onecoast.ca/files/File/Strategic%20Directions/2012-JUL-18%20OneCoast%20TRANSPORT.pdf

buildings. These measures are mainly designed to reduce costs to make rental projects more competitive relative to condominium projects. In terms of transportation, reducing parking requirements is a significant way of reducing cost.

The Rental 100 program, allows for a minimum provision of 1 space/125m² gross floor area, with a further 20% reduction if the site is located within 2 blocks of a rapid transit station, or 2 blocks of an intersection with two distinct bus routes or within the Metro Core area. Residential visitor parking is required in addition to this at 7.5% of the total.

Another municipality in Lower Mainland that has a specific parking requirement for rental apartment is City of North Vancouver which requires 0.75 stalls including 0.2 stalls per unit or 10% of total required spaces, whichever is greater, allocated for visitor use.

City of New Westminster also has a specific parking rate for rental apartment in downtown only: 0.6 space per unit for studio and one-bedroom unit, 0.8 space per unit for two and more bedroom unit, plus 0.1 space for visitor use. Further reduction is also allowed with TDM measures implemented.

Applying these rates to the site, the required parking supply for the site is calculated in Table 1.

Municipality	Requirement	Proposed # Units / Gross Floor Area	Total Spaces Required
City of Vancouver	1 space per 125 m² GFA plus 0.075 space per unit for visitor		15
City of North Vancouver	0.75 space per unit including visitor	1,533 m² (16,500sf)	23
City of New Westminster - downtown	0.60 space per studio/1-bedroom unit 0.80 space per 2- or more bedroom unit Plus 0.1 per unit for visitor	30 units	23

Table 1: Other Municipalities' Bylaw Calculation for Rental Apartment

It can be seen that the required parking space for rental use in other cities are half of the Town of Gibsons bylaw parking requirement for general apartment residential use of 45 spaces.

## 5.2 Local Rental Apartment Off-Street Parking Observations

An important component of a suitable parking rationale is to collect local parking demand data, given the unique characteristics of the built environment and lifestyle on the Sunshine Coast.

In July 2013, Bunt conducted a parking supply review for an existing property in Gibsons, located at at 725 Gibsons Way. As part of this review, Bunt conducted a parking demand survey on Thursday, June 20, 2013 at 4:30pm and again at 6pm, when peak residential parking demand is anticipated.

At that time, Bunt assessed the parking demand and required supply to support the existing 37 residential units, in order for to plan the remainder of the site.

Table 2: Sunshine Coast Rental Apartment Off-street Parking Survey

Name	Location	Tenure	Stories	Units	Parking Supply Usage/ Unit	
					Residential	Visitor
Park Rise	689 Park Road, Gibsons	Strata with rental	2 & 3	48	0.67*	0.02
Oceanview Classic	622 Farnham Rd, Gibsons	100% rental	3	47	0.53	

<sup>\*</sup> adjusted rate to include 15% on-street parking

It can be seen that the parking demand for rental apartment use in the area is 0.7 per unit of less including visitor use, which is considerably less than 1.5 stalls per unit as required by the Town's bylaw.

# 5.3 Rental Apartment Vehicle Ownership Rates in Gibsons

In April 2015, Bunt requested ICBC vehicle ownership data for three Sunshine Coast rental apartment buildings including the apartment building that was the subject of the July 2013 study (725 Gibsons Way). The following **Table 3** - **ICBC Vehicle Ownership data and Parking Supply Summary for Apartments in Gibsons** details the estimated parking supply and vehicle ownership findings. It can be seen that the average auto ownership for the residents of these buildings listed is approximately 0.69 parking stalls per unit (not including visitor parking stalls).

Of particular note, is the 0.49 per unit vehicle ownership rate of the nearby (approximately 200m away) apartment building at 725 Gibsons Way.

Table 3 - ICBC Vehicle Ownership data and Parking Supply Summary for Rental Apartments in the Sunshine Coast

Name and Address	# of units	Parking supply provided for Residents and Visitors	Parking Supply Ratio for Residents	Reg. Vehicles (ICBC)	Parking Demand Ratio based on Vehicle Ownership
725 Gibsons Way, Gibsons	37	Assumed to be reduced to 32 stalls**	0.85 stalls per unit**	18	0.49 stalls per unit
Park Rise 689 Park Road, Gibsons	48	72 stalls*	1.5 stalls per unit*	40	0.83 stalls per unit
Oceanview Classic 622 Farnham Rd, Gibsons	47	71 stalls*	1.5 stalls per unit*	35	0.74 stalls per unit
Average Resident Parking (excluding visitor)*	44		-	37	0.69/unit

<sup>\*</sup>Approximate numbers have been estimated with the use of available aerial photography and bylaw requirements

<sup>\*\*</sup> Recommended parking supply from the 2013 Bunt study

5.4 Rental Apartment Vehicle Ownership Rates in Comparable Vancouver Island Locations A recent and very comprehensive study of apartment parking rates in Metro Vancouver has shown that residents of rental apartments have lower auto ownership levels, on average, than residents of strata apartments. While such a study has not been undertaken in Gibsons or the Sunshine Coast, it is our view that a similar finding would result.

During a parking supply review of a proposed rental apartment building (similar in size to the subject site), conducted in December 2014, Bunt requested ICBC vehicle ownership data for five fully occupied rental apartment buildings within close proximity to a Town Centre. Three (3) of the five (5) rental apartment buildings used for this analysis are located within the City of Colwood, one in Langford and one in View Royal. Bunt interviewed the property managers of these buildings to determine how the parking stalls were allocated, the size of the units (one or two bedroom) and whether the buildings were fully occupied. The data requested from ICBC enabled Bunt to determine and confirm the auto ownership levels (and parking demand ratios) of each of the five sites, for current residents of those buildings.

In addition, Bunt contacted property managers at two other nearby apartment rental buildings currently under construction (one in Colwood and another in Langford). The managers of these buildings will not provide parking stalls to their tenants for free; rather, tenants will be charged a fee to park on-site.

The following **Table 4 - ICBC Vehicle Ownership data and Parking Supply Summary for Apartments in Comparable Vancouver Island Locations** details the parking supply and vehicle ownership findings. It can be seen that the average auto ownership for the residents of the five (5) buildings listed is approximately 0.52 parking stalls per unit (not including visitor parking stalls).

<sup>&</sup>lt;sup>5</sup> Metro Vancouver Apartment Parking Study, September, 2012

Table 4 - ICBC Vehicle Ownership data and Parking Supply Summary for Apartments in Comparable Vancouver Island Locations

Address	# of units	Parking supply provided for Residents and Visitors	Mix of units	Parking Supply Ratio for Residents	Reg. Vehicle s (ICBC)	Parking Demand Ratio based on Vehicle Ownership
380 Belmont Avenue	18	14 stalls	1 bachelor 8 x 1 bedroom 9 x 2 bedroom	0.78 stalls per unit	10	0.56 stalls per unit
314 Goldstream Avenue	24	27 stalls: 1 per unit +3 visitor stalls (\$25 monthly fee if additional stall required)	12 x 1 bedroom 12 x 2 bedroom	1.0 stalls per unit	16	0.7 stalls per unit
344 Goldstream Avenue	30 (29 occupied)	32 stalls: 1 per unit + 2 visitor stalls (\$25 monthly fee if additional stall required)	15 x 1 bedroom 15 x 2 bedroom	1.0 stalls per unit	19	0.63 stalls per unit
2653 Sooke Road (Langford)	.12	18 stalls: 1.5 per units	12 x 2 bedroom	1.5 stalls per unit (additional informal parking on site is available)	7	0.58 stalls per unit
345 Island Highway (View Royal)	32	32 stalls: 1 per unit (\$25 monthly fee if additional stall required)	4 bachelor 14 x 1 bedroom 14 x 2 bedroom	1 stall per unit (additional informal parking on site is available)	g	0.28 stalls per unit
Average Resident Parking (excluding visitor)	23	-			12	0.52/unit

# 5.5 Visitor Parking Demand

The Metro Vancouver Apartment Parking Study previously referenced also studied several sites in relation to visitor parking demand, and recommended 0.10 stalls per unit as a reasonable parking supply rate. Bunt has undertaken studies of over 10 apartment buildings in Metro Vancouver which indicated peak visitor parking demand of 0.08 stalls/unit. However, for a smaller building like the Gibsons site, peak visitor parking demand could be higher, at 0.10 stalls per unit.

## 5.6 Estimated Parking Demand for the Site

Given the findings of our research, as well as findings from the Metro Vancouver Apartment Parking study, it is likely residents of rental apartment units in Gibsons and the Sunshine Coast have auto ownership levels ranging from 0.60 to 0.80 stalls per unit. The range is likely a result of the mix of unit sizes (smaller units generally results in lower auto ownership), income levels (lower income generally results in lower auto ownership levels), proximity to transit and possibly the building age (older building more likely has lower auto ownership).

Therefore considering the aforementioned and the average parking rate of the similar apartment building, located approximately 200m away, at 725 Gibsons Way, it is likely that the subject property (when considering the target market is low income tenants) will not exceed 0.80 stalls per unit including 0.1 stall for visitor use.

Using the recommended parking supply for the site, if the development contains 30 units, 21 parking stalls would be required to accommodate the anticipated demand for residents and 3 parking stalls for visitors.

## Potential for Additional Parking Bylaw Reductions

A few municipalities in Lower Mainland have established practices to allow for further reductions in parking supply in return for the provision of a car share vehicle by the developer. In Victoria, the provision of a car stall reserved for the co-op and the provision of car share memberships to all tenants can result in a reduction of up to 4 parking stalls. In Vancouver, one car share vehicle and an associated parking space can substitute 5 required parking spaces.

Metro Vancouver has recently completed a study on car share effect. Two of the key findings from The Metro Vancouver Car Share Study Technical Report issued in November 2014 are:

- 1. On average, up to three private personal vehicles were shed per car share vehicle. Each car share vehicle removed between 5 and 11 private vehicles ownership when the avoidance of acquiring private vehicles was included.
- 2. Decision to reduce minimum parking requirement for new apartment developments in return for the provision of car share vehicle and its associated space should ideally be made based on two factors: the expected parking demand, and the availability of car share vehicle within the site and nearby locations.

As discussed earlier in this report, Town of Gibson's Planning staff have indicated support in the reduction of the off-street parking bylaw requirements providing an on-site car share stall is provided and tenants are provided memberships. It should be noted that there is currently one car share vehicle located within 5-minute walking distance from the site.

Applying the parking supply reduction in return of the car share vehicle and space provision, as well as taking into account the site proximity of another car share vehicle, the parking supply on the site can be further reduced to 20 parking stalls in total (including 3 visitor stalls). This translates to 0.67 stall per unit, plus one space for one car-share vehicle.

## CONCLUSIONS & RECOMMENDATIONS

Given the findings of our research, it is our view that residents of rental apartment units in Gibsons likely have auto ownership levels ranging from 0.60 to 0.80 stalls per unit. The range is likely a result of the mix of unit sizes (smaller units generally results in lower auto ownership), income levels (lower income generally results in lower auto ownership levels) and proximity to high quality transit (which can reduce auto ownership).

Peak visitor parking demand for apartment uses, based on previous studies by Bunt & Associates as well as other sources will likely be in the range of 0.10 stalls per unit.

It is our view that the total parking demand for the subject site should not exceed 0.80 stalls per unit. Of this recommended rate, 0.10 stalls per unit should be allocated for visitor use.

One car share vehicle and an associated space, which based on other municipalities' practices in Lower Mainland and recent car share study by Metro Vancouver, can substitute 5 parking spaces.

In conclusion, based on the anticipated parking demand for low income rental apartment use and further reduction in return of one car-share vehicle, and applying the proposed demand rates to the example of a 30 unit apartment building, it is recommended that a total of 21 parking stalls should be provided on-site including 3 visitor stalls and one car-share vehicle space.