

DATE: February 2, 2022

TO: Babak Tafreshi

FROM: Niraj Sunuwar, Fujiou Lu

FILE: 5269.0001.01

SUBJECT: Stonehurst Inn & Bistro and Inglis Park Residences Development Parking Review

1.0 INTRODUCTION

Pacific Ray Development retained Urban Systems to conduct a parking review study for the proposed Stonehurst Inn & Bistro and Inglis Park Residences Development. This memorandum will examine the parking requirement and expected parking demand and discuss whether the appropriate parking supply is being proposed to meet the future development needs.

2.0 BACKGROUND

2.1 DEVELOPMENT CHARACTERISTICS

Pacific Ray Development is proposing to build a mixed-use development at the north corner of Gibsons Way and School Road in the Town of Gibsons. The project is located at the heart of Lower Gibsons, the downtown waterfront commercial area with a host of shops, restaurants, and other local destinations (**Figure 1**). The proposed development is on the site of two existing lots, which currently consists of Stonehurst building, Inglis Park, and two surface parking lots for public use. As part of the development, a rezoning application has been submitted to subdivide the existing lots and redefine their zoning designations to reflect the nature of the intended future uses. The proposed development will include Stonehurst Inn & Bistro, expanded Inglis Park, and a new multi-family residential building that will accommodate 26 one- and two-bedroom units.

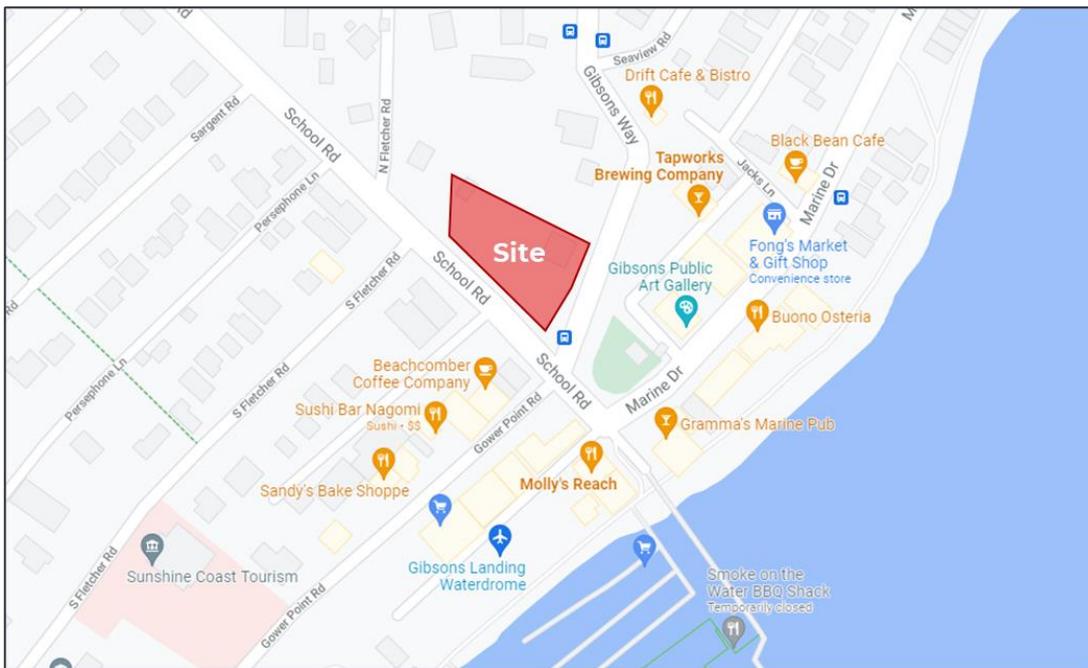


Figure 1: Study Area (Source: Google Maps)

2.2 PROPOSED PARKING

As part of the proposed development, the existing surface lots will be primarily replaced by three levels of parking garages (with some additional open-air parking spaces proposed near Stonehurst Inn & Bistro), as shown in **Figure 2**. Given the considerable grade of the site topography, each level of parking garage will be provided with its on direct access from School Road. A brief description of the parking supply on each level are as follows:

- Level -2 – This level is proposed to consist of 16 parking spaces, as well as a loading bay and a bicycle parking and locker space with a capacity for 45 bicycles. The access to this level is closest to the future upgraded Inglis Park. The parking supply on this level are planned to replace the existing public parking lots under a Community Amenity Contribution agreement and are intended for public use.
- Level -1 – This level is proposed to consist of 28 parking spaces. The parking usage on this level is planned to be shared between residential parking and patron parking for guests of Stonehurst Inn & Bistro.
- Level 0 – This level is proposed to consist of 13 parking spaces. The parking usage on this level is planned to serve as additional residential parking.
- Open air spaces – Three (3) open air vehicle parking spaces are proposed in the vicinity of Stonehurst Inn & Bistro. These parking spaces are planned to serve the staff parking for the inn. Additionally, 14 surface bicycle parking spaces are proposed near the inn.

Overall proposed vehicular parking capacity of the future development is 60 spaces.

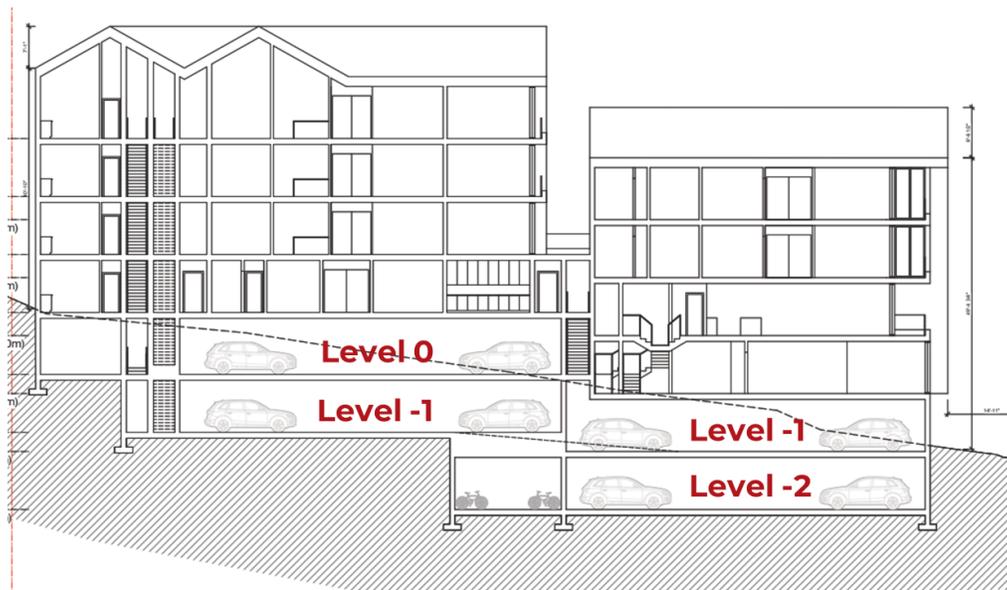


Figure 2: Proposed Parking Garage Levels

3.0 PARKING REQUIREMENT REVIEW

This section will review the base parking requirement from the Town of Gibsons' Zoning Bylaw, as well as parking requirements from other jurisdictions in BC.

3.1 TOWN OF GIBSONS BYLAW REVIEW

The Town of Gibsons' current Zoning Bylaw (No. 1065) stipulates the following minimum parking requirements pertaining to the uses at the proposed development (**Table 1**).

Table 1: Town of Gibsons Parking Requirement

Use Type	Bylaw Minimum Parking Requirement
Residential (Apartment)	1.5 spaces per dwelling unit (15% of which designated for visitor parking)
Tourist Accommodation	1 space per sleeping unit, plus 1 space per each eight seats for attached restaurant use

The site parking requirements were calculated based on the Town's bylaw parking rates, and the required and proposed parking supply are presented in **Table 2** below for comparison.

Table 2: Proposed Parking Supply Summary

Designation	Size	Required Parking (spaces)	Proposed Parking (spaces)	Surplus/Deficit
Inglis Park Residences	26 units (5 one-bed, 21 two-bed)	39	35	4 (deficit)
Stonehurst Inn & Bistro	6 rooms + bistro (approx. 36 seats)	11	9	2 (deficit)
Public Parking	-	15 (Replacement for existing lots as part of CAC offer)	16	1 (surplus)

As shown, based on the current Gibsons bylaw requirements alone, the proposed parking supply would be short of 4 spaces for the residential parking and 2 spaces for Stonehurst Inn & Bistro. However, a surplus of one parking space is being provided for public parking use. Although the bylaw requirement calculation suggests an inadequate supply of parking spaces, further discussion is provided in this memo to take into consideration the appropriate parking demand of the proposed uses based on the current parking requirement of similar uses in other jurisdictions and site-specific characteristics of the development.

With respect to the Stonehurst Inn & Bistro, it is observed that the proposed parking supply (9) will adequately accommodate the overnight guests at the inn (6). These guests are also anticipated to be the primary customers at the Bistro. As such, it is expected that the full-time parking demand generated by this establishment can be adequately absorbed by the proposed inn parking supply. Furthermore, any additional patrons coming to the

bistro would largely consists of visitors who might already be temporarily visiting this area, which would likely not impose extra pressures to the general parking supply. It is also worth noting that the development also involves a number of features that could further help ease the parking demand to the area. These features include the opportunity of shared parking between compatible uses at the development and the availability of attractive cycling amenities (such as sheltered bicycle parking and lockers) that would encourage active transportation mode choices. Given these additional considerations, it can be reasonably concluded that the proposed parking supply for Stonehurst Inn & Bistro is adequate in satisfying the needs of this building.

With respect to the residential parking requirement, a review of requirements in other jurisdictions is conducted for further understanding of regional trends and best practices.

3.2 APARTMENT PARKING REQUIREMENT COMPARISON

A review of the Metro Vancouver Apartment Parking Study (2012 Study) was conducted to compare the Town's parking requirements with that of other jurisdictions in the region. This study was initiated with the aim to provide municipalities and communities with up-to-date information to help inform the development of current and efficient parking requirements that can help achieve the regional goals of sustainability and livability. The study attributed part of the consideration to current and emerging trends that would influence the amount of parking required for new apartments developments, including rising transit ridership, active transportation mode share, and car-share adoption.

As shown previously in Table 1, the currently Town of Gibsons Zoning Bylaw stipulates a blanket parking rate of 1.5 spaces per unit for apartment residential uses, regardless of the number of bedrooms. It was observed through the 2012 Study that a number of jurisdictions offer some degree of variation of minimum parking requirements based on the number of bedrooms or floor area in an apartment unit. This methodology better reflects the typical level of vehicle ownership and parking demand more accurately for families of different sizes.

A list of Metro Vancouver jurisdictions from the study that specify apartment parking rates based on the number of bedrooms are presented in **Table 3**. Similar requirements from additional jurisdictions in other areas of the province are also provided in **Table 4**.

Table 3: Apartment Bylaw Parking Requirements of Metro Vancouver Jurisdictions with Variable Parking Rates

Municipalities	Apartment Bylaw Parking Requirements			
	Bachelor/Studio	1 Bedroom	2 Bedroom	3+ Bedroom
City of Coquitlam	1.0	1.0	1.5	1.5
City of New Westminster	1.0	1.2	1.4	1.5
City of Pitt Meadows	1.3	1.3	1.5	1.5
City of Port Coquitlam	1.0	1.3	1.5	2.0
City of Surrey	1.3	1.3	1.5	1.5
City of Vancouver	0.5	0.9	1.0	1.1
City of West Vancouver	1.0	1.0	1.0	1.1
Town of Gibsons	1.5			

Note: Values in red indicate parking rates that are above the Town of Gibsons' requirement

Table 4: Apartment Bylaw Parking Requirements of Other BC Jurisdictions with Variable Parking Rates

Municipalities	Apartment Bylaw Parking Requirements			
	Bachelor/Studio	1 Bedroom	2 Bedroom	3+ Bedroom
Town of View Royal	1.0	1.0	1.5	2.0
City of Langford	1.25	1.25	1.25	2.25
City of Duncan	1.0	1.0	1.2	1.2
City of West Kelowna	1.0	1.0	1.5	1.5
District of Lake Country	1.0	1.25	1.5	2.0
City of Langley	1.2	1.2	1.3	2.0
City of Delta	1.3	1.3	1.5	1.5
Town of Gibsons	1.5			

Note: Values in red indicate parking rates that are above the Town of Gibsons' requirement

In addition to the 2012 Study discussed previously, Metro Vancouver and TransLink also collaborated to develop the 2018 Regional Parking Study (2018 Study), which served as an update to the 2012 Study. The 2018 Study included additional analysis on the relationship between apartment parking supply and utilization in the region. Based on the findings of both studies, a general oversupply of parking spaces is typically observed in apartment buildings when compared to parking demand across the region. **Table 5** summarizes the average household vehicle ownership by apartment size according to the 2018 Study.

Table 5: Apartment Household Vehicle Ownership (Source: 2018 Regional Parking Study)

2018 Regional Parking Study Household Survey	Apartment Household Vehicle Ownership by Bedrooms			
	Bachelor/Studio	1 Bedroom	2 Bedroom	3+ Bedroom
Metro Vancouver	0.64	0.98	1.35	1.66

As shown, the vehicle ownership data based on the 2018 Study are observed to correlate more closely with the reduced parking rate requirements described in the previous section and observed in some municipalities with varying rates. This indicates that there exists opportunity to refine the parking requirements to reflect the expected residential parking demand more accurately at the site.

Based on the comparative review, it was observed that many jurisdictions stipulate parking rates that are at or below the single blanket rate under Gibsons' bylaw, especially for apartments with one or two bedrooms. Specifically, the range of observed parking rates for these bedroom sizes are as follows:

- For one-bedroom apartment units, the parking rate requirements range between 0.9 spaces/dwelling unit and 1.3 spaces/dwelling unit, with a typical rate of around **1.0 space/dwelling unit**.

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- For two-bedroom apartment units, the parking rate requirements range between 1.0 spaces/dwelling unit and 1.5 spaces/dwelling unit, with a typical rate of around **1.3 space/dwelling unit**.

Based on these observed variable rates, the appropriate equivalent parking requirement was calculated for the Inglis Residences development using the proposed composition of one- and two-bedroom units (see **Table 6**).

Table 6: Inglis Residences Parking Requirement Based on Variable Parking Rates

Unit Type	Quantity	Parking Rate	Number of Spaces
One-Bedroom	5	1.0 space/unit	5
Two Bedrooms	21	1.3 spaces/unit	28
Total			33

As shown, if these reduced rates were used for the study site, the proposed residential parking supply of 35 spaces would surpass this base requirement and adequately accommodate the permanent resident parking needs, with two surplus spaces.

Additionally, key findings from the 2012 Study also indicated an over-supply of visitor parking in existing apartments in the region. Observed parking demand rates were below 0.1 space per apartment unit, compared to the Town's requirement of 15% of total parking spaces. Using the study findings as a guidance, the observed rate would imply a visitor parking supply of roughly three (3) spaces would be sufficient for the proposed Inglis Residences development, which is one space above the proposed supply. It is worth reiterating the additional opportunities to ease visitor parking demand to the area through shared use parking availability, attractive cycling amenities, and other site-specific characteristics.

4.0 PARKING DEMAND REVIEW

A review of regional parking demands and site-specific amenities can also provide further understanding in evaluating whether the proposed parking spaces is expected to be adequate for the needs of the study development.

4.1.1 Site Location

The location of the proposed development, at the heart of downtown Gibsons, provides a unique benefit for reducing parking demands in the local area. If the development were to occur elsewhere in the town, the residents would potentially create induced traffic and parking demand when visiting the downtown waterfront area. As such, by being situated near one of the most desirable local destinations, the development is indirectly reducing the overall parking demand in this area by not adding extra visitor parking pressure in Lower Gibsons.

4.1.2 Shared Use

As discussed previously, the proposed residential and tourist accommodation parking supply at the future development is expected to adequately accommodate the long-term and baseline users of the site (residents and Stonehurst Inn & Bistro guests/staff). It is also worth to consider the nature of the land use combination (residential, tourism, and park) and the opportunity for shared parking utilization.

The Town of Gibsons' Zoning Bylaw recognizes the opportunity of parking reduction under certain shared-use scenarios (Subsections 6.5(4) and 12.59(2)), though it does not provide commentary on the specific use combination pertaining to the proposed development. Nonetheless, the principle of shared use would still be relevant and natural integration between complimentary peak utilization times is expected (for example, daytime visitors to Inglis Residences/Park and evening visitors to Stonehurst Bistro). It is also worth to note that the public parking garage on Level -2 is planned to be open and accessible at all times, which is expected to provide added flexibility in parking accommodation for visitors to Inglis Residences, Inglis Park, Stonehurst Bistro, as well as other amenities in Lower Gibsons.

4.1.3 Proximity to Transit

Proximity to frequent transit has also been shown to reduce parking demand. Within Metro Vancouver, the City of Vancouver is one municipality that stipulates a reduction in parking requirement based on proximity to transit. Specifically, the City allows a 20% reduction in required parking spaces for eligible development near rapid transit or intersection of two distinct bus routes (2012 Metro Vancouver Apartment Parking Study). A number of other North American cities have similar approach to parking reduction, including Calgary, Toronto, Montreal, Seattle, Portland.

Transit services in Gibsons near the future development consists of two bus routes operated by BC that have stations directly adjacent to the site (on Gibsons Way), as follows:

- **Route 1 (Sechelt-Gibsons/Langdale Ferry):** Average weekday frequency of one bus per hour
- **Route 90 (Sechelt-Gibsons/Langdale Ferry Express):** Average weekday frequency of one bus per hour or less (note that only select service times travel near site)

Although the frequencies of these transit services are not comparable with the services in the City of Vancouver, it is worth to note that these transit routes would provide convenient alternative travel options for future residents and guests at the development to key regional destinations like the ferry terminal and Sechelt. Additionally, these

accessible transit services would also encourage travel by bus to the site and help reduce parking demand for visitor and public parking at the development.

4.1.4 Cycling Amenities

The Town of Gibsons is actively expanding its cycling network, with existing and future cycling facilities identified on School Road, Gibsons Way, N Fletcher Road, Gower Point Road and many other routes near the project site. As such, the proposed development, being optimally located at the heart of Gibson's key recreational and tourist destination, also has a unique opportunity to enhance the overall cycling experience in the Town through the provision of desirable cycling amenities. Additionally, the provision of cycling focused end-of-trip facilities is also an effective transportation demand management measure that can lead to reduced reliance on motor vehicles and parking.

Based on the proposed design for the development, the planned bicycle parking supply is well above the Town's bylaw minimum requirement. The breakdown of bicycle parking are as follows.

- A total of 45 long-term (Class 1) bicycle parking spaces, located in the same parking garage designated for public vehicle parking (on Level -2). These bicycle parking spaces are provided in two secured compounds with locker amenities.
- A total of 14 short-term (Class 2) bicycle parking spaces, provided through open-air bike racks near Stonehurst Inn & Bistro.

As mentioned, the proposed bicycle parking and amenities at the site would encourage active transportation choices for residents and guests at the future development, but there is also an opportunity to integrate these facilities with the Town's overall cycling network and promote active transportation to the general public. As such, providing publicly accessible bicycle parking (especially those that are covered) would encourage more visitors to bike to this area and reduce the parking demand of the public parking.

5.0 CONCLUSION

Based on findings of this review, the proposed supply of **60** parking spaces (35 residential, 9 for Stonehurst Inn & Bistro, and 16 for public use) are considered adequate in meeting the development's needs. Although there is a reduction of six spaces as compared to the Town's current parking requirement bylaws, the proposed parking supply is believed to be acceptable based on comparison with regional parking trends and considering the development's favourable location and site-specific characteristics.

Key takeaways from the review are summarized below:

- A survey of apartment parking bylaws in other jurisdictions indicated that variable rates based on the number of bedrooms more accurately reflect the observed parking demand for different household sizes. Using reduced parking rates for the proposed development, a requirement of 33 parking spaces were calculated, which can be met by the proposed supply of 35 spaces. Observed rates from the study also suggested that a visitor parking supply of 3 spaces (one above the proposed supply) would be sufficient for the expected demand. These findings, combined with site-specific opportunities for shared use parking integration and cycling amenities at the development, suggest that the proposed residential parking supply would suffice to meet the needs of the development. Additionally, the site's close proximity to local transit stops would also encourage potential reduction in auto vehicle reliance.

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- Similarly, the proposed parking supply for Stonehurst Inn & Bistro & Bistro (9 spaces) is expected to accommodate the parking demand for guest accommodation (6 spaces) and staff (3 spaces). These over-night guests are also anticipated to be the primary customers at the Bistro, while any additional patrons coming to the bistro would largely consists of visitors who might already be temporarily visiting this area, which would likely not impose extra pressures to the general parking supply.
- The provision of ample publicly accessible, secure, and covered bicycle parking spaces for the proposed development presents a unique opportunity to integrate these facilities with the Town's overall cycling network and promote active transportation to the general public. Additionally, these facilities would encourage more visitors to bike to the downtown waterfront area and reduce the parking demand of public parking.

Sincerely,

URBAN SYSTEMS LTD.



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Transportation Engineer

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