Stantec

Memo

To:	Astrid J. Clos Planning Consultants	From:	Bhargav Channa Reddy Stantec Consulting Ltd.
File:	1888 Gordon Street	Date:	October 6, 2020

Reference: **Parking Justification Study | 1888 Gordon Street**

INTRODUCTION

This memorandum was prepared to address comments received from the City of Guelph staff on October 8th, 2020 relating to the committee of Adjustments application for the proposed residential development at the municipal address of 1888 Gordon Street. The application was to seek relief from the By-Law requirements to permit a recreation center (fitness center) as an additional permitted use within the non-residential use building labeled as “building 5”.

The comments received from staff requested a parking brief to better understand the cumulative commercial parking requirements for building 5 of the development. The Study Area is illustrated in **Figure 1** and the site plan is shown in **Figure 2**. A high-resolution version of the site plan is included as an attachment to this memo.

DEVELOPMENT DESCRIPTION AND ZONING

The proposed development lands consist of approximately 3.1 hectares of residential and undeveloped field lands located at the municipal address of 1888 Gordon Street, east of the intersection of Gordon Street/Gosling Gardens in the City of Guelph.

The subject lands are zoned “Specialized High-Density Apartment” (R.4B-20) according to Zoning By-law (1995)-14864 as amended. In addition to apartment buildings and townhouses, a bakeshop, personal service establishment, office, and take-out restaurant are also permitted by the bylaw, up to a total gross floor area of 1,476 Sq.m in a dedicated non-residential building.

The subject development will comprise of five buildings: two 14-storey apartment buildings (Building 1,2), one 8-storey apartment buildings (Building 3/4), and a 2-storey amenity building (Building 5). The development is anticipated to have a total of 521 apartment units and a variety of uses within the amenity building.

The amenity building is planned to comprise 981 Sq.m of office space, and 75 Sq.m of commercial space, and a 201 Sq.m fitness centre. The building facilities consisting of 219 Sq.m (washrooms/vestibule/utility room) are assumed to be shared by all uses.

In addition to permitted office spaces, and commercial space (take-out restaurant, bakeshop, personal service establishment), the subject development also proposes to add a fitness center as an additional permitted non-residential use in the building.

The recreation center will be open to the public and specialize in fitness classes of up to 27 people at a time. The space would be leased to a private operator.

Figure 1 - Study Area

Reference: Parking Justification Study | 1888 Gordon Street

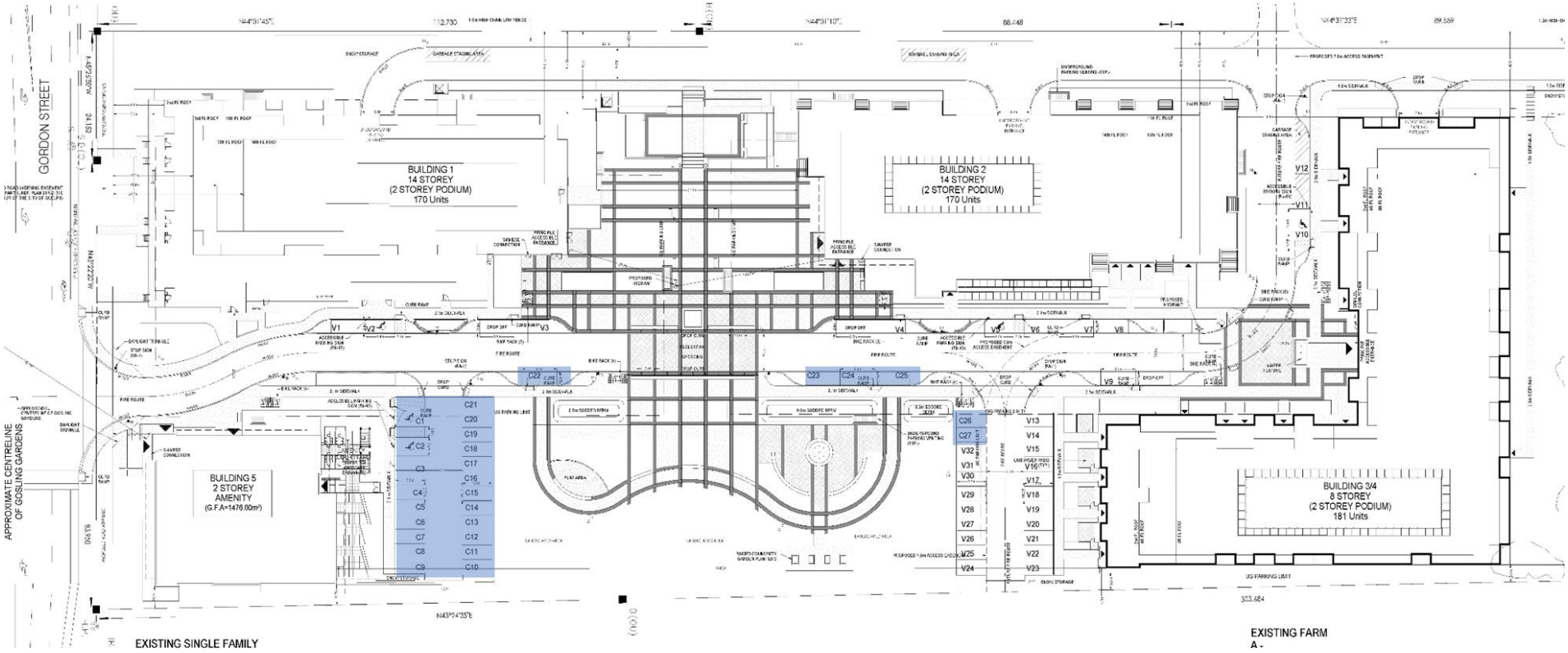

Figure 2 Site Plan

PROPOSED PARKING SUPPLY

The development proposes to provide a supply of 33 parking spaces for all non-residential uses on the site. 21 parking spaces would be provided on an on-site surface parking lot, 4 parallel on-street parking spaces on the private roadway, 2 spaces would be provided on a surface lot in building 3/4 and 6 spaces in the underground lot of Building 3/4. (Identified in **Figure 2**)

PARKING REQUIREMENT: ZONING BYLAW

The site specific Zoning By-law (1995)-14864 (R.4B-20) stipulates that non-residential uses on the subject lands are required to provide off-street parking at a ratio of 1 parking space per 45 Sq.m, of gross floor area. The amenities building has a total gross floor area of 1,476 Sq.m split between the proposed non-residential land uses resulting in the requirement for 33 spaces which is in line with the proposed supply.

However, we understand that In the staff comments dated the 8th of October 2020 the City has expressed that when the specialized R.4B-20 zoning was passed and approved in 2018, a limited range of small scale commercial uses were included in the permitted uses to serve the needs of residents living on and within close proximity to the subject lands. These uses were to be located in a dedicated non-residential building on the subject lands that was also to include a private indoor common amenity space for the exclusive use of residents of the high-density residential development. This private amenity space was envisioned to include an indoor pool and fitness space, and it was not envisioned for public fitness lessons. As a result of this distinction, the municipal parking rates for 'recreation centre' would be the applicable rates in lieu of the approved specialized R.4B-20 zoning rates for the 201 Sq.m fitness centre. **Table 1** summarizes the recreation centre parking rates in comparison to other recreational land use parking rates under the municipal zoning bylaw.

Table 1 Municipality Zoning By-law requirements for recreational uses

Municipality (Zoning By-law)	Rec Centre /Recreational Establishment	Commercial Fitness Centre / Health or Fitness Club	Public Hall	Hockey rink / Arena
Guelph ((1995) –14864)	1 per 10 m² G.F.A., or 1 per 5 seats whichever is greater, except in the case of: i) a Golf Course which shall provide 6 per hole ii) a miniature golf course or driving range which shall provide 1 per tee or hole. iii) A bowling alley which shall provide 1 per 6 lanes plus 1 for each 23 m² of Gross Floor Area Used for an Accessory Use.	-	Includes an Arena with seats: 1 per 5 seats or 1 per 10 m² G.F.A. Used for a hall, auditorium, or similar Use involving the assembly of persons, whichever is greater. Where public assembly seating is provided in the form of fixed benches or pews, then 0.5 metres of each such bench or pew length shall be considered as equaling one seat. The number of persons to be accommodated for public assembly activities with movable seating shall be based on 1 person per 1m2 of movable seating.	Arena (no seats): 1 per 33 m² G.F.A.

In the staff comments dated the 8th of October 2020, it suggests using the parking rates stipulated in the Zoning By-law for a standalone fitness center. It is noted that the applicable Bylaw does not stipulate a specific parking rate for commercial fitness centers and health or fitness clubs as in the proposed building. The closest applicable rate in the By-law is for a recreational center at 1 space per 10m2 of GFA. The resulting required parking is summarized in **Table 2**.

Table 2 Required vs Proposed Parking based on Zoning By-Law (1995)-14864

Land-Use	Parking Rate	Required	Proposed	% difference
Other Non-Residential uses	1 / 45 Sq.m	1,129/45=24		25%
Commercial Fitness Centre	1 / 10 Sq.m	201/10= 20		
Total	**44**		**33**	

As indicated in **Table 2**, under the City's Zoning By-Law, the proposed development requires 44 parking spaces. The proposed parking supply of 33 spaces would result in a potential shortfall of 11 spaces

ZONING BY-LAW REQUIREMENTS IN OTHER MUNCIPALITIES

As mentioned earlier the Bylaw does not stipulate a specific parking rate for commercial fitness centers and health clubs and the closed applicable rate for a new fitness center are excessive based upon a review of other municipal by-laws and the parking supply provided at other similar centers in the Greater Toronto Area and elsewhere in Ontario.

A review of the zoning requirements in other Ontario municipalities reveals a wide variation in requirements, but they would all require substantially less than the City of Guelph requirement of 20 spaces for the fitness centre. Most recommended parking requirements based upon floor area fall in the 1 space per 20 to 90 square metre range, with the more common being in the 1 space per 20 to 30 square metre GFA range. Most of the requirements based on the number of people range from 1 per every 2 persons to 1 per every 7 persons.

Some of the by-laws have both a GFA and person calculation, whichever is greater. A summary of these other municipal by-law requirements and the estimated parking supply for the subject development (Fitness center only) using the rate is provided in the table below.

Table 3 Commercial Fitness Centre Parking Supply Requirements in Other Municipalities

Municipality (Zoning By-law)	Commercial Fitness Centre / Health or Fitness Club	Estimated parking supply for the Subject development
Ajax (95- 2003)	1 per 20 s.m. GFA	10
Downtown Central Area Mixed Use Zones (95-2003)	Minimum: 3.75 per 100 s.m. GFA Maximum: 4.5 per 100 s.m. GFA	8
Barrie (2009-141)	1 per 2 persons	14
Cambridge (150-85)	1 per every 5 persons of building capacity	5
Hamilton (05-200)	1 for each 15.0 square metres of gross floor area which accommodates such use.	14
Kitchener (CRoZBy) [not yet in effect]	UGC Zones: 1 per 77 s.m. GFA MIX Zones: 1 per 30 s.m. GFA All other zones: 1 per 20 s.m. GFA	10
London (Z.-1)	Parking Standard Area 1: 1 per 45 or 90 m2	2

ITE PARKING GENERATION (FITNESS CENTRE)

The Institute of Transportation Engineers (ITE) Parking Generation manual provides data on parking surveys conducted across the United States and Canada of peak parking demands for different land-use codes (LUC). The following land use codes have been referenced in the estimated parking requirements for the proposed fitness centre:

- LUC 492 (Health-Fitness club).

The average parking supply ratio for the study sites In the ITE manual with parking supply information is 4.3 spaces per 1,000 square feet GFA (10 sites) or 9.91 spaces per 100 members (four sites).

Table 4 summarizes the estimated parking demand using the ITE Parking Generation Manual. Based on this, the fitness facility would require anywhere between 3 to 10 spaces based on the anticipated fitness centre class size and the proposed 2,162 Sq.f (201 Sq.m) fitness centre size. It is noted that the estimated parking spaces are lower than the 20-space requirement stipulated by the bylaw for a recreational center and would fall in alignment with the proposed parking supply.

Table 4 ITE Parking Requirements

Land-Use	Parking Rate	Required
Commercial Fitness Centre	9.91 spaces per 100 People	(9.91/100)*27= 3
	4.3/1000sqft	2.2*4.3 = 10

PARKING MANAGEMENT CONSIDERATIONS

Parking Management includes a variety of strategies that encourage more efficient use of the available parking supply, improve the quality of service provided to users, and improve parking facility design. Parking Management can help address a wide range of transportation problems and help achieve a variety of transportation, land use development, economic, environmental objectives.

Shared parking is a parking management strategy that takes advantage of the fact that different land uses have different peak parking demands and are typically used only used part-time by a particular motorist or user groups, and remain unused for a significant portion of the day, with utilization patterns that follow predictable daily cycles.

The table below summarizes the peak demand for each of the prosed land uses in the subject building. The office space is typically expected to operate between 9 am to 5 pm having peak demands during the morning hour. The fitness center however is expected to operate and have peak demands between 6 am to 9 am and 5 pm to 7 pm. The same spaces would thus satisfy the demands of both major uses.

Table 5 Estimated peak demand period by land use type

Land Use type	Estimated demand period
Office Space	9.am to 5 pm
Fitness Centre	6 am to 9 am | 5pm to 7 pm
Commercial use (Take out restaurant/ bake shop)	12 Pm (Lunch) | 7 Pm (Dinner)

The commercial use in the building is only around 75 Sq.m and is expected to be rented out as a takeout restaurant or a bakeshop. These uses have negligible long-term parking demands and can be served by just the on-street parking spaces identified on the private roadway.

Additionally, it is expected that the fitness center would attract most users from the residential units within the larger development itself. It is expected that these users would walk to access the building.

It is also noted that the fitness center would be rented out to "F45" who only run scheduled classes for registered members to a maximum of 27 at any given slot. It is thus expected that the fitness center users would only show up in small batches for the registered classes within the operating hours.

TRANSPORTATION DEMAND MANAGEMENT (TDM) OPPORTUNITIES

There are existing Transportation Demand Management (TDM) opportunities in the City of Guelph to encourage the use of non-auto transportation to reduce pollution, reduce single-occupancy vehicle (SOV) trips, and improve community health. These TDM opportunities can also lead to a reduction in vehicle ownership and a more choice for travel, and therefore a reduction in peak parking demand.

Pedestrian Opportunities

The development lands have sidewalk connections to the surrounding area via concrete sidewalks on one or both sides along Gordon street, Clair Road, Poppy Drive Farley Drive, and Gosling Gardens. Additionally, 2.1m wide sidewalks will be provided along all internal private roads within the development creating a well-connected grid of sidewalks and pedestrian facilities.

Cycling Opportunities

Delineated on-road bike lanes are currently provided in both directions along both Clair Road and Gordon Street. According to the City of Guelph's 2014 Cycling Map, the bicycle facility along Gordon Street extends all the way into the downtown core of Guelph. Therefore, cycling trips to and from the development may be easily accommodated within the delineated on-road bike lanes.

To encourage cycling as a mode choice for visitors and users it is important that dedicated long and short-term parking be provided so that users may leave their bicycles in a secure and convenient location. The site plan identifies bike parking locations adjacent to the subject building along the private roadway,

Transit opportunities

Transit service within Guelph is provided by the Guelph Transit Service. Currently, no transit service is available along Gordon Street and Clair Road directly adjacent to the subject development. The closest locations for transit service stops are located along Clair Road just east of the intersection of Gordon Street/Clair Road and along Goodwin Drive near the intersection of Farley Drive/Goodwin Drive. The transit service provided on the section of Clair Road is serviced by bus route 16 – Southgate, and Goodwin Drive is serviced by bus route 5 – Gordon. Route 16 – Southgate operates throughout the day on weekdays and weekends with headways of 15-30 minutes and with 10-20-minute headways for bus route 5 – Gordon.

The general area located south of Clair Road adjacent to our Study Area has been identified within the 2010 Guelph Transit Growth Strategy and Plan as warranting a new periphery route as development occurs. A date of implementation has not been identified and it is anticipated that further studies will need to be conducted in the future to identify a route that would best suit the developing communities.

To bring awareness and encourage the use of alternative modes of transportation Tricar Group and building managers shall prepare and distribute a travel information package for employers and users. The package shall include, but not be limited to the following include, but not be limited to the following:

- Local transit schedule/services (Guelph Transit);
- City of Guelph Cycling route maps;
- Local car-share programs; and
- Bike and Walk safety information.

CONCLUSION

Tricar developments Inc. proposes the redevelopment of 3.1 hectares of residential and undeveloped field lands located at the municipal address of 1888 Gordon Street. A part of the development involves a 2-storey non-residential use building that is expected to house office spaces, commercial space, and a fitness center. The parking justification report was developed to analyze and understand the cumulative parking requirements for non-residential building (Building 5)

The analysis contained within this report has resulted in the following key findings:

- The development proposes to provide a supply of 33 parking spaces for all non-residential uses on the site. 21 parking spaces would be provided on an on-Site surface parking lot, 4 parallel on-street parking spots on the private roadway, 2 spots would be provided on a surface lot in building 3/4 and 6 spaces would be provided in the underground parking lot in building 3/4.
- The City's site-specific Zoning By-Law requires the proposed building to provide a total of 33 spaces uses (1 per 45 Sq.m) for any permitted uses based on the total GFA of the building. The proposed supply is in line with this requirement. However, as the zoning bylaw exists today, the proposed fitness centre with the purposes of public use is not a permitted non-residential use for the specialized zoning for the site. Parking rates were calculated using the stand-alone rate for a recreational facility (1 per 10 Sq.m) resulting in 20 spaces for the fitness centre and a total parking requirement of 44 spaces for the building which would result in a shortfall of 11 spaces.
- A peer review of recommended parking rates for a commercial fitness center in comparable municipalities in Ontario showed that typical municipal rates for a fitness center would require substantially less than the required 20 spaces.
- Per the parking demand based on the Institute of Transportation Engineers (ITE) parking generation manual, the proposed fitness facility would require only 3 to 10 spaces which would align with the provided parking supply.
- Due to staggered operating times and peak parking demands of the different land uses in the proposed building, it is expected that the parking spaces can be shared between complementary land uses on site.
- There are existing pedestrian, transit, and cycling infrastructure in the study area to provide sufficient mobility to reduce automobile trips and incentivize active trips.
- Additional site-specific TDM measures such as providing transit maps and schedules, trail and cycling route maps, information on Smart Commute have been recommended These site-specific TDM measures can result in reduced vehicle ownership for the larger development and therefore result in a reduced peak parking demand for the subject building.

Reference: **Parking Justification Study | 1888 Gordon Street**

As a result of these conclusions, it is our professional opinion that the provided parking supply of 33 spaces can accommodate the minor variance to the fitness centre to allow for public fitness classes.

The analysis contained within this report was prepared using the information received from the proponent, as well as the most recent site plan prepared by Kasian Architect Inc. dated September 8th, 2020. Any minor revisions to the site plan are not expected to affect the conclusions contained in this report.

In conclusion, the development can be supported from a parking justification perspective with just the proposed supply.

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Attachment: Site Plan, Traffic Data; Synchro Analysis Outputs

c. Chris Hendriksen