PARKING STUDY MEMORANDUM

Date: August 25th, 2021

To: Mr. Dylan Harris - Planner, City Centre Ward

From: David Marsh - Director of Development, Ironclad Developments

RE: Development Application – 1792 Pembina Highway, Winnipeg, MB

Dear Mr. Harris,

Ironclad Developments Inc. ('ICD') has proposed a multi-dwelling development (Onyx Phase II) along Pembina Highway, at the rear of the property where ICD has built two other multi-dwelling buildings (Onyx Phase I). A third building on the site will maximize the development potential, in a developed mixed-use area of the city. The location of the proposed development is illustrated in **Figure 4.**

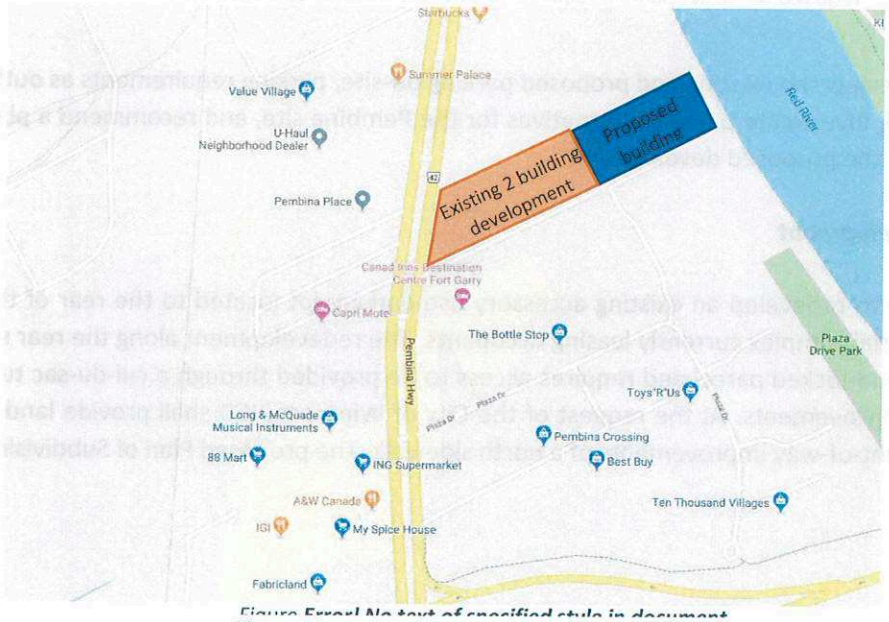


Figure 4 Location of Proposed Development

The existing rear surface parking lot will be redeveloped to accommodate a new multi-dwelling residential building (Onyx Phase II) with 112 units on site. ICD is providing this Parking Study to address reduced parking provisions for the proposed infill development and address potential issues that may be raised by the City of

Winnipeg Planning and Development Department during the development review process. This parking study has been conducted with the aim of meeting the requirements for a Parking Management Plan under the City of Winnipeg Zoning By-law 200/2006. The by-law describes a Parking Management Plan as follows under Section 171(4) and (5):

> ***Parking Management Plan***
>
> (4) An applicant may propose to the Director a parking management plan prepared by a professional traffic engineer or parking consultant, documenting that a lower amount of automobile parking is adequate to meet the needs of the proposed use or combination of uses and to prevent traffic or parking congestion on surrounding streets or public lanes: because of unique patterns of peak hour use, the proximity of other public parking areas, proximity to major public transportation routes, the provision of enhanced bike parking, the use of a car share program, or other factors, without the imposition of additional parking management tools.
> *amended 95/2014*
>
> (5) If the Director concludes that the proposed parking management plan will provide automobile parking adequate to meet the needs of the proposed use or combination of uses and to prevent traffic or parking congestion on surrounding streets and public lanes, the Director may approve the parking management plan and may reduce the amount of required off-street parking required to conform with the approved plan.

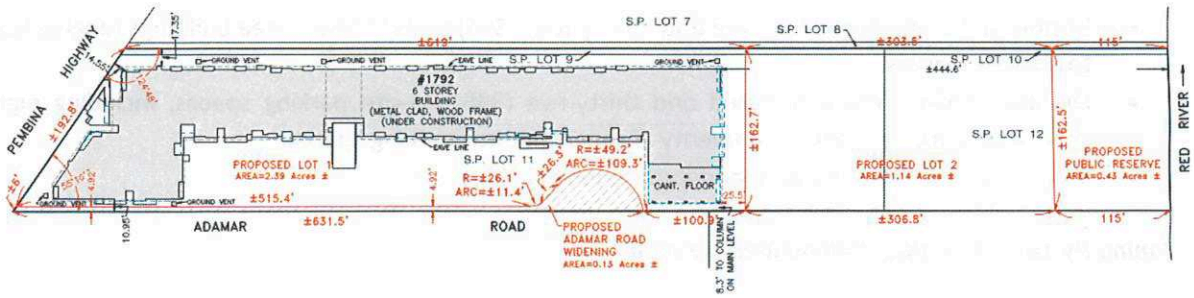
This report will review the existing and proposed parking on-site, parking requirements as outlined in Zoning By-law 200/2006, investigate parking alternatives for the Pembina site, and recommend a plan to meet the parking needs of the proposed development.

Proposed Redevelopment

ICD is proposing to redevelop an existing accessory use parking lot located to the rear of the Onyx multi-dwelling residential complex currently leasing occupants. The redevelopment along the rear surface parking will result in a land-locked parcel and requires access to be provided through a cul-du-sac turn around and Adamar Road improvements. At the request of the City of Winnipeg, ICD shall provide land dedication for Adamar Road right-of-way improvements of a north sidewalk. The proposed Plan of Subdivision is illustrated in **Figure 5.**

Sketch of
Proposed Plan of Subdivision
1792 Pembina Highway, Winnipeg
SP Lots 9, 10, 11 and 12, Plan 22586

SKETCH - all distances are in feet and decimals of a fo



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Signed & Sealed
Daniel H.J. Geutron, M.L.S.
Dated this
29th day of March, 2021

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Figure 5 Proposed Plan of Subdivision

The Onyx Phase II proposed development will include:

- Residential Units: One hundred and sixteen (112) units total in a 16 storey building with the upper 13 floors used for residential, the bottom 3 floors for parking;
- On-site Parking: One hundred and twenty-two (122) on-site parking spaces, including thirty-seven (37) surface parking stalls, and eighty-five (85) stalls in an above ground parking garage. This also includes two (2) accessible spaces. The development will utilize visitor parking in the Onyx I development via cross access and shared parking agreements; and,
- Bicycle Parking: One hundred and eighteen (118) spaces.

The Onyx Phase I existing two building includes:

- Residential Units: Two hundred and eighty-two (282) units total in two buildings that are six (6) storeys.

- Modified On-Site Parking: Two hundred and thirteen (213) on-site parking spaces, including six (6) accessible parking spaces and twenty-eight (28) visitor parking spaces.
- Bicycle Parking: One hundred and eleven (111) spaces.

The completed three building development will include:

- Residential Units: Three hundred and ninety-four (394) units total in three buildings ranging from six to sixteen storeys.
- On-Site Parking: Three hundred and thirty-five (335) on-site parking spaces, including eight (8) accessible parking spaces and twenty-eight (28) visitor parking spaces.
- Bicycle Parking: Two hundred and twenty-nine (229) spaces.

Zoning By-Law 200/2006 Parking Requirements

Parking requirements for development within the City of Winnipeg outside of the downtown core are regulated by Zoning By-Law 200/2006 under Part 5: Development and Design Standards – Parking and Loading.

Zoning By-Law 200/2006, Section 161, Table 5-9: General Accessory Parking Requirements indicates that a 116-unit residential development would be considered as an 'other multi-family' use. This type of use falls under Parking Category 3, which requires a minimum of one and a half (1.5) off-street parking spaces per dwelling unit, with ten percent (10%) of the required parking spaces designated as guest parking. Parking Category 3 also requires one (1) lockable bicycle parking space per ten (10) required vehicle parking spaces, as indicated under Section 169.

A summary of the required off-street parking spaces, and the parking spaces provided, for the current Onyx development and the new proposed Pembina Tower building during construction and at build out are outlined below:

	Onyx I As Approved	Onyx I As Modified	Onyx II as Proposed	Total
Residential Units	282	282	112	394
Provided Vehicle Parking Spaces	288	213	122	335
Provided Parking Ratio	1.02	0.76	1.09	0.85
Required Parking Spaces	423	423	168	591
Required Parking Ratio	1.5	1.5	1.5	1.5

Required Bike Parking	29	21	12	33
Provided Bike Parking	100	111	118	229
Accessible Parking[3] Spaces Required	7, 2 van accessible	7, 2 van accessible	5, 2 van accessible	8, 3 van accessible
Accessible Parking Spaces Provided	6, 3 van accessible	6, 1 van accessible	2, 2 van accessible	8, 3 van accessible

The previously approved Onyx Phase I project will be modified to accommodate the placement of a sidewalk on the north side of Adamar Road, a cul-de-sac turn around, an outdoor amenity space, and the loss of the previously existing rear surface parking area for the construction of the proposed Onyx Phase II building. This will result in the loss of seventy-five (75) surface parking spaces for the Onyx Phase I development, lowering the parking ratio to 0.76 spaces per unit. Lease up rates for the existing Onyx development suggest that this will not be of concern, as Phase 1 of the Onyx project has a parking demand for residents at 0.57 spaces per unit[4].

The above table indicates that while the proposed total development greatly exceeds the by-law requirements for bicycle parking, it does not meet the by-law requirements for automobile guest parking (28 provided vs. 39 required) and required off-street parking, with a shortage of two hundred and fifty-six (256) vehicle parking spaces[5]. The proposed development has elected to address this shortfall via a parking management plan (this parking study), as permitted under Section 171(4) & (5) of the Zoning By-Law.

Parking Strategies

[3] City of Winnipeg Zoning By-law 200/2006 calculates accessible parking as a percentage of the total number of automobile parking spaces. Based on this methodology, the total amount of accessible parking for the overall total development is not the sum of what is required for the individual phases.

[4] Ironclad leases parking spaces separate from dwelling units – 'unbundled parking' - and residents can lease parking spaces based on their need. During lease up of Phase I of the Onyx development 256 dwelling units of all types (1 bedroom, 2 bedroom, and 3 bedroom) were leased, as well as 147 automobile parking spaces, resulting in a parking demand ratio of 0.57 spaces per unit. Parking spaces for the remaining 26 units to be lease have been set aside. Even if the remaining 26 residential units need the required the 1.5 parking spaces per unit under Zoning By-Law 200/2006 requirements, the total parking ratio at full occupancy would be 0.66 parking spaces per unit, well under the 0.76 ratio proposed.

[5] The proposed Pembina Tower project has a shortage of 38 vehicle parking spaces, and the proposed overall project – Onyx and Pembina Tower - when fully built out will have a shortage of 250 spaces compared against the 1.5 stall per unit requirement under Zoning By-Law 200/2006. The 250 space shortage is inclusive of the parking shortage of 135 vehicle spaces previously approved for the Onyx project.

This parking management plan proposes to justify the shortfall of forty-six (46) off-street parking spaces for the proposed Onyx Phase II building and a total shortfall of two-hundred and fifty-sixty (256) off-street parking spaces and eleven (11) automobile guest parking spaces for the overall development via shared parking agreements, the locational efficiency characteristics of the development, multi-modal transportation options, and very high quality transit service on Pembina Highway and the BLUE Line rapid transit service at the Plaza Drive RT Station.

Shared Parking and Cross Access Agreements

Although the existing Onyx Phase I and proposed Onyx Phase II developments are separate projects, they are designed to function as a single comprehensive development upon completion. Cross access and shared parking agreements will be executed for both developments to share resident parking, and guest parking present in front of the Onyx development will serve all three buildings in the complex at build-out.

A shortage of eleven (11) automobile guest parking spaces for the overall development is justified due to the increased multi-modal transportation options in the area for both residents and potential visitors to the site. The multi-modal options and locational efficiency aspects of the development that makes it desirable for non-automobile transportation options for residents are the same factors that indicate an increased amount of visitors will arrive via non-private motor vehicle modes, thus decreasing the need and justifying a reduced automobile guest parking amount.

Locational Efficiency

The proposed development site on Pembina Highway contains a number of characteristics often described as Location Efficient Development. This can be described as development that is close to good transit, has good walking and cycling connections and infrastructure, and other features that reduce automobile dependency, including walkable and pedestrian-oriented urban forms and environment. Residents and employees located in areas with location efficient characteristics tend to drive less, rely more on multi-modal options, and enjoy better transportation options that those who live or work in areas with less transportation options. Residents in these areas may also have lower automobile ownership rates and be more willing to utilize multi-modal transportation options due to the phenomena of 'self-selection' – deliberately moving or living in an area to have a wider selection of transportation options and close proximity to destinations such as the downtown, post-secondary education facilities (the University of Manitoba in this case), and significant employment clusters[6].

[6] A further discussion of Location Efficient Development and its characteristics can be found in the Victoria Transportation Policy Institute On-line TDM Encyclopedia http://www.vtpi.org/tdm/tdm22.htm.

Pedestrian and Bicycle Linkages

The proposed development is located within the Pembina Strip community and can easily access a number of destinations via pedestrian and/or cycling infrastructure. Many commercial, employment, entertainment and services are located within a fifteen (15) minute walk on Pembina Highway.

Buffered bike lanes along Pembina Highway in front of the proposed building connect bicyclists to shopping, the University of Manitoba and many other amenities. A number of destinations can also be readily accessed via the active transportation paths along Bishop Grandin Boulevard, such as the Southwest Transitway Phase II, which allows cyclists to travel from the downtown area to the University of Manitoba on an active transportation pathway **(see Figure 6)**.

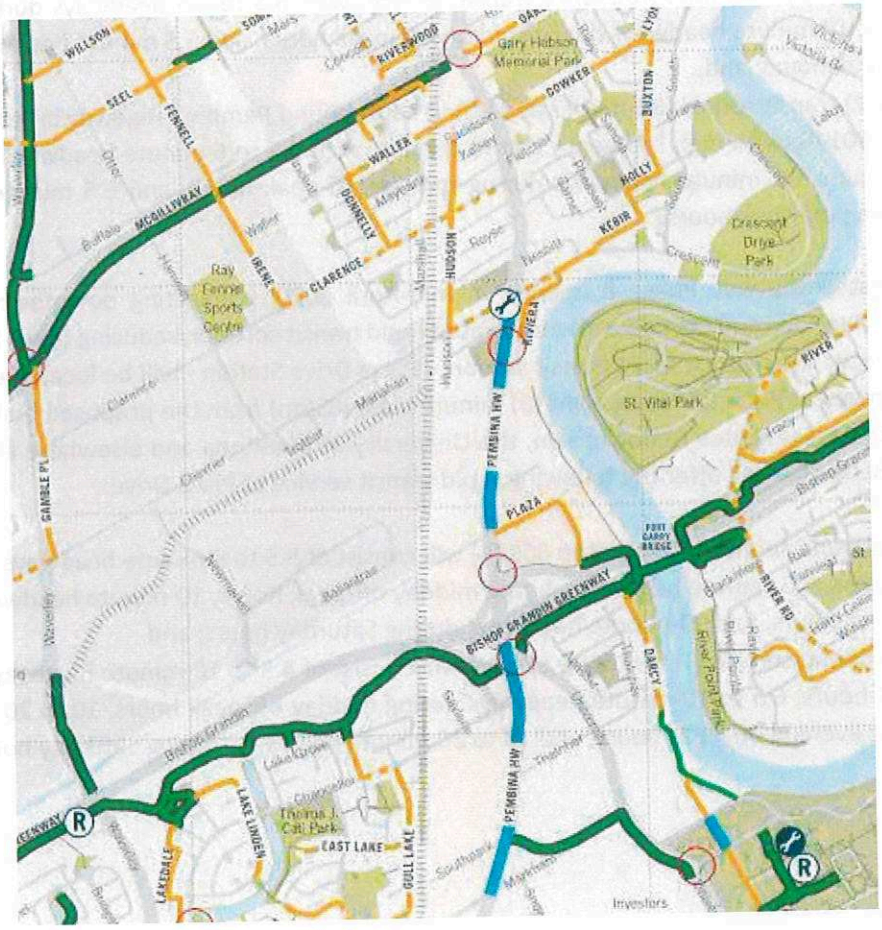

Figure 6 City of Winnipeg Pedestrian & Cycling Strategies Map (Version 6) for the Area

Transit Access

Located within a five (5) minute walk of the proposed building, there are bus stops located on Pembina Highway at Adamar Road and Plaza Drive, with a wide variety of transit routes connecting the neighbourhood to the Downtown area, the University of Manitoba and the wider city (See **Figure 7**). One (1) express bus routes (Route 36) and two (2) Downtown routes (Routes 47 and 60) serve the Pembina neighbourhood. Additional transit lines are also available within a fifteen (15) minute walk to east and west bound Bishop Grandin Boulevard. In terms of transit stops located immediately adjacent to the development, transit service consists of:

- Two (2) transit routes (Routes 47 and 60) at northbound Pembina Highway at Adamar Road (Transit Stop 60149) with high frequency transit service, with 6.5 to 7.5 headways during peak AM & PM hours, 10 minute headways during midday off-peak hours, and 8.5 minute headways during evening off-peak hours; and,
- Two (2) transit routes (Routes 47 and 60) at southbound Pembina Highway at Adamar Road (Transit Stop 60148) with high frequency transit service, with 5.5 to 6 minute headways during peak AM & PM hours, 12 minute headways during midday off-peak hours, and 6.5 minute headways during evening off-peak hours.

The Southwest Transitway Phase II opened in mid-April 2020, connecting downtown Winnipeg to the University of Manitoba and beyond with a dedicated rapid transit corridor, reducing travel time and variability of transit service. The nearest rapid transit station – Plaza Drive Station - will be located on the west side of Pembina Highway at Plaza Drive, an eight (8) minute walk (650m) from the proposed building. Transit users will be able to access routes to downtown, the University of Manitoba and elsewhere in the city from this station. The BLUE Line will offer the following rapid transit service at Plaza Drive:

- Northbound service (Transit Stop 60146) will consist of 5.5 to 8-minute headways during peak AM & PM hours, 6.5-minute headways during midday off-peak hours, 10-minute headways during evening off-peak hours, and 10-minute headways during Saturday hours; and
- Southbound service (Transit Stop 60144) will consist of 4.5 to 10-minute headways during peak AM & PM hours, 6.5 to 10-minute headways during midday off-peak hours, 10 to 20-minute headways during evening off-peak hours, and 10 to 20 minute headways during Saturday hours[7].

[7] Ranges in headway times are due to two alternating final destinations on the southbound BLUE Line: University of Manitoba and St. Norbert.

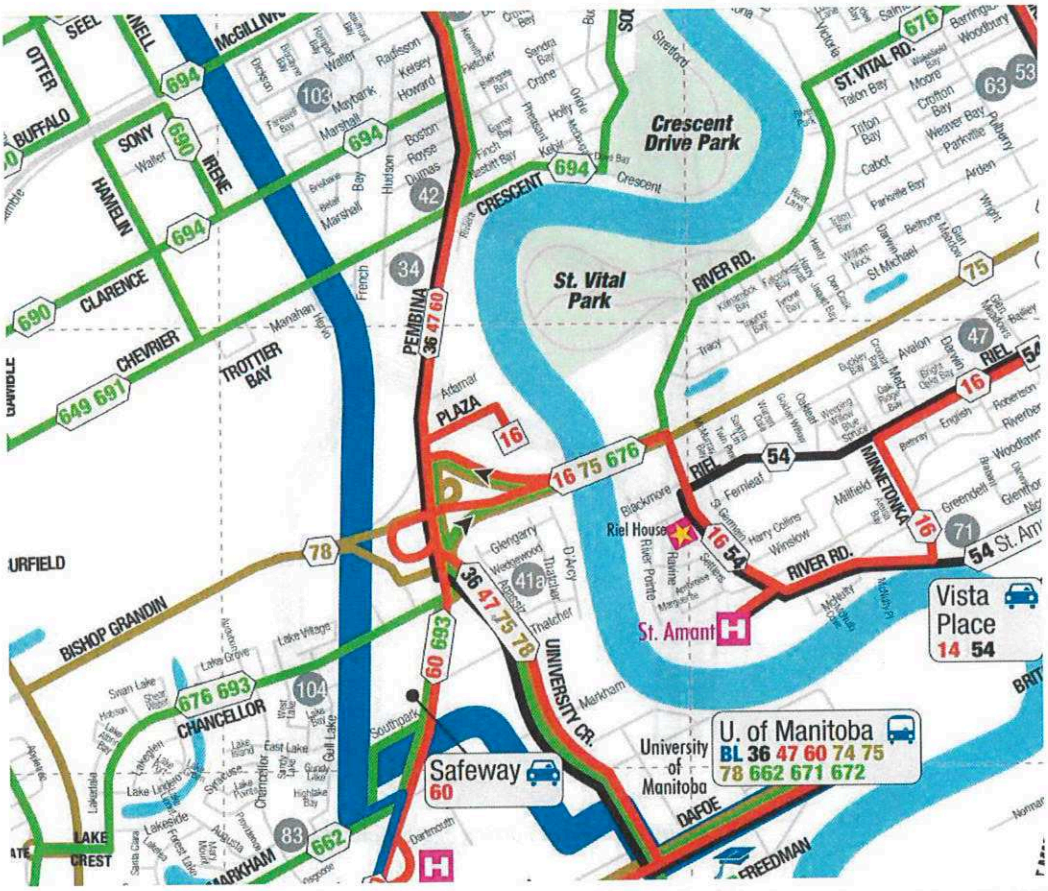

Figure 7 Winnipeg Transit System Map

On-Street Parking

Parking restrictions were examined for the streets surrounding the development, within a 5-10-minute walk (see **Figure 8**). On-street parking is only permitted along Adamar Road and Plaza Drive, and appears to be heavily utilized based on visual inspection on two occasions. This may be due to the presence of construction worker vehicles on Adamar Road, patients and medical staff utilizing on-street parking near the medical clinic, and the absence of other on-street parking options in the area. Parking is not permitted on this section of Pembina Highway.

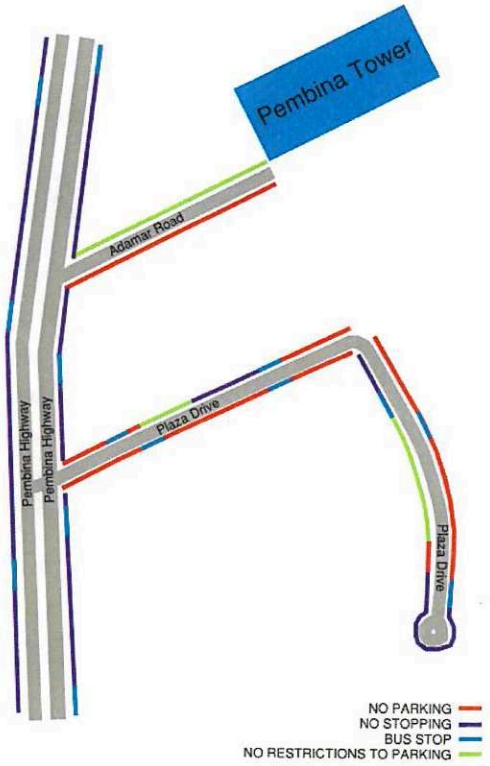

Figure 8 On Street Parking Restrictions in Area

On-street parking counts, and utilization rates are typically part of the methodology for a parking study or parking management plan. Given the limited options for on-street parking in the area and the high-utilization rates observed on two occasions, it was determined that on-street parking observations were not warranted, as on-street parking is not a viable alternative for potential residents of the proposed Onyx Phase II development. The decision to not include on-street parking counts and utilization rates was discussed and confirmed with the City of Winnipeg Planning & Design Division.

Conclusions and Recommendations

The following conclusions and recommendations are made:

- The proposed development holds many of the characteristics of locational efficient development, in that the development is located in a mature neighbourhood with walkable urban form, has strong pedestrian and bicycle linkages to the University of Manitoba and surrounding areas, multiple transit routes available in the vicinity, and presents a variety of multi-modal options beyond the private automobile.
- The Southwest Transitway Stage II is within an eight (8) minute walk (650m) of the nearest rapid transit station with bus routes connecting to all areas of the city.
- The proposed one-hundred and twenty-two (122) parking spaces and the total of three-hundred and thirty-five (335) parking spaces for the entire existing and proposed development site will include sufficient accessible parking and bicycle parking as required by the Zoning By-Law 200-2006;
- The proposed shortfall of eleven (11) visitor automobile parking spaces, One-hundred and twenty-two (122) parking spaces for the proposed Onyx Phase II development, and modified two-hundred and thirteen (213) parking spaces for the total development at build out are adequately addressed by the use of shared parking and cross access agreements for guest parking, the locational efficient characteristics of the development and context, the availability and proximity to multi-modal options including rapid transit. This is further supported by current lease up rates for the Onyx development at a parking demand ratio of 0.66 automobile parking spaces per unit; and,
- No additional requirements or actions are required to address the proposed shortfall of two hundred and fifty-six (256) off-street parking spaces.

Respectfully submitted,

David Marsh RPP MCIP RPP LEED-AP

Director of Development, Ironclad Developments Inc.