



3536696 CANADA INC  
FAIRWINDS REAL ESTATE MANAGEMENT INC

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# **FAIRWINDS – SCHOONER COVE PARKING REVIEW**

## **FINAL REPORT**

### **NANOOSE BAY, BC**

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### FINAL REPORT

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## **1.0 INTRODUCTION**

### **1.1 Background**

Schooner Cove has operated as a hotel, pub, restaurant / café, liquor store, and marina since the early 1980s. Parking has been provided through three parking lots on the site and a gravel parking lot across Outrigger Road for boat trailers and overflow parking for large events. The existing parking of 133 stalls, plus the overflow lot served the 360-slip marina, 31-room hotel, 152-seat restaurant and pub, 54 -seat café, and a 230 square feet liquor store.

### **1.2 Proposal**

The Fairwinds study area includes areas developed to date and those planned for development as Schooner Cove and Lakes District neighbourhoods with an area of approximately 1,350 acres. To date, Fairwinds has developed generally according to the original 1983 Master Plan and is comprised of 652 single family homes, 69 multi family units, an 18-hole gold course, and an existing marina of 360 berths. Currently, planning for the development of Fairwinds Lakes District and Schooner Cove is underway. The current Official Community Plan allows for 2,500 residential units within the Fairwinds Urban Containment Boundary (UCB) and 188 residential units within the Schooner Cove UCB (inclusive of 49 units in existence). Together, future growth is currently recognized within the OCP to accommodate up to 2,688 residential units. As such, there is a residual capacity of 1,918 units should Schooner Cove and the Lakes District develop to its full potential under the current OCP.

The vision for Schooner Cove, over the three main parcels which make up the approximately 12 acre site, is a waterfront village with a mix of commercial, office, and residential uses. Schooner Cove is envisioned to be integral to Fairwinds, fulfilling its potential to be a complete and sustainable community. With the proposal of a waterfront village at Schooner Cove, the community's commercial services and amenities will be expanded while preserving the area's marine identity. "Sustainable Community" design will be put to the forefront of planning at Schooner Cove by accommodating a mix of uses for local residents, promoting local culture, encouraging small business, and providing walkable daily destinations. With potential amenities such as a waterfront pub, wine merchant, general store, shops and small offices, the Schooner Cove site holds the

opportunity for a unique village experience that contributes to sustainability in the larger community.

The target demographic for the proposed development at Schooner Cove and its surroundings is older couples and older families, many of whom are retired or semi-retired, seeking a complete, livable, healthy, and sustainable waterfront / recreational community with nearby commercial amenities.

The proposed development mix and concept is shown in TABLE 1. For the purposes of this benchmark analysis, a commercial program of 27,100 square feet was utilized.

**TABLE 1 PROPOSED COMMERCIAL COMPONENTS AT SCHOONER COVE**

Land Use	Proposed Size	Approximate Allocation
Retail	17,600 sq. ft. or 1,635 sq. m.	65%
Office	6,500 sq. ft. or 603.85 sq. m.	24%
Restaurant	3,000 sq. ft. or 278.70 sq. m.	11%
Marina	360 Berths	N/A

The parking analysis described in greater detail below will be based on the “test case” data provided by Ekistics Town Planning and the preliminary allocation of commercial/office/restaurant space as documented in TABLE 1. The allocation is approximately as follows:

- 65% of floor area allocated to retail uses;
- 24% of floor area allocated to office space; and
- 11% of floor area allocated to restaurant use.



### 1.3 Report Objectives

The purpose of this report is to establish the parking supply that is required in order to satisfy the planned development at Schooner Cove. It is essential that the parking supply at Schooner Cove be consistent with the vision of a sustainable, walkable, and highly livable mixed-use neighbourhood with commercial uses that primarily serve the needs of local residents. A careful balance needs to be achieved to provide sufficient parking while avoiding unnecessary congestion without over-supplying parking and damaging the attractiveness of alternative and healthy travel modes like walking, biking, and car-pooling.

To establish the required parking supply, the following parking analysis was conducted:

- Review parking generation data specific to office and commercial uses from the Ministry of Transportation, Institute of Transportation Engineers, and the Urban Land Institute;
- Research parking experience at other, similar resort communities so as to identify suitable benchmarks;
- Review parking requirements specific to marina-oriented developments;
- Review parking requirements for similar residential uses in sustainability-oriented neighbourhoods; and
- Review additional sustainability-oriented considerations that may influence parking demand at Schooner Cove.

### 1.4 Report Organization

The report presents recommendations for the following three components:

- Commercial parking requirements (Section 2)
- Marina parking requirements (Section 3)
- Residential, including guest parking requirements (Section 4)

Each of these three components is expected to operate relatively independently. Residential parking will be provided below the planned new residential units, separate from marina and office / commercial parking.

The opportunities for shared-parking between the marina and the commercial mixed-uses are considered to be limited (due to concurrent peaking); therefore these two components were treated independently. This results in a slightly conservative analysis of the required parking supply (marginally higher than actually required).

## 2.0 COMMERCIAL PARKING REQUIREMENTS

A major consideration in the vision for Schooner Cove to be a sustainable mixed-use waterfront village includes providing a variety of neighbourhood commercial uses, primarily serving local residents.

### 2.1 Recommended Parking Requirements

It is recommended that 119 parking spaces be provided for the commercial land uses. This parking requirement of 119 spaces was established using the following rates:

- Retail: 1 parking space per 22.7 square metres of finished floor area;
- Office (general and medical): 1 parking space per 35.7 square metres of finished floor area; and,
- Restaurant: 1 parking space per 3 seats or 1 per 9.4 square metres of finished floor area.

These rates are consistent with the measured peak parking demand at actual developments. They are also consistent with the parking requirements established by the British Columbia Ministry of Transportation for the specified land uses, and are consistent with the peak parking rates surveyed by the Institute of Transportation Engineers and the Urban Land Institute.

Applying the above rates to the uses envisioned for Schooner Cove would yield the following outcome summarized in TABLE 2.

**TABLE 2 SCHOONER COVE PARKING REQUIREMENTS FOR OFFICE AND COMMERCIAL LAND USES (INCLUDING RESTAURANTS)**

Land Use	Approximate Size (sq m)	Parking Requirements (spaces)
Retail	1,635 sq. m.	72
Office	604 sq. m.	17
Restaurant	279 sq. m.	30
<b>Total</b>	<b>2,518 sq. m.</b>	<b>119</b>

The provision of 119 parking spaces for the commercial components contemplated for Schooner Cove is considered to be conservative since it is certain that some shared parking will occur between the commercial uses of office, retail and restaurant (for example, the peak parking demand for the restaurant use is unlikely to overlap with the peak demand for the office use).

## 2.2 Background Details for the Commercial and Office Parking Requirements

In British Columbia, the Ministry of Transportation has compiled a manual summarizing their findings of trip generation and parking demand for various uses, documented in the British Columbia Parking and Trip Generation Rates Manual. The rates reflect those acceptable to the Ministry based on actual parking utilization/generation data for specific uses. The manual documents the average peak parking demand (the peak demand achieved at approximately half the surveyed developments).

For this analysis, typical office and retail demand rates were examined separately. The parking generation for the office component contemplated for Schooner Cove based on the Ministry’s rates is presented in TABLE 3.

**TABLE 3 PARKING REQUIREMENT DETAILS - OFFICE LAND USE**

OFFICE				
LAND USE	AREA		BC MoT PARKING RATE	PARKING REQUIRED
	SQ FT	SQ. M		
Marina Office	1,000	604	2.8 parking spaces per 100 sq. meters (1 per 35.7 sq. metres)	3
Real Estate Sales Centre	1,500			4
Activities Centre	1,500			4
Medical Office	2,500			6
Total	6,500	604	Total	17

For the retail component the Ministry’s rates was interpreted by distinguishing the restaurant use from general retail. The bakery/café and quick serve unit were not assessed at the restaurant rate as the intention of these retail outlets is for the local residents as opposed to a destination-oriented establishment such as a sit-down restaurant. The results of the analysis are presented in TABLE 4.

**TABLE 4 PARKING REQUIREMENT DETAILS – RETAIL AND RESTAURANT LAND USES**

RETAIL				
LAND USE	AREA		BC MoT PARKING RATE	PARKING REQUIRED
	SQ FT	SQ. M		
Pub & Restaurant	3,000	279	10.6 parking spaces per 100 sq. metres (0.31 per seat) (1 per 9.43 sq. metres or 1 per 3.2 seats)	30
Gourmet Market	7,500	1,635	4.4 parking spaces per 100 sq. metres (1 per 22.7 sq. metres)	31
Bakery / Café	1,500			6
Spa	2,000			9
Marine Store	2,000			8
Salon	800			3
Specialty Wine Merchant	1,500			6
Healthy Quick Serve	800			3
Business Center / Supplies & Services	1,500			6
Total	20,600	1,914	Total	102

## 2.3 Benchmarking Analysis for Commercial Parking Requirements

### *Retail*

Parking requirements for the various types of commercial uses for other municipalities known to have a high resort / recreation component were compiled. Exploring the parking requirements of other jurisdictions likely to have the same characteristics as the commercial uses contemplated for Schooner Cove offers insight into the suitability of the Ministry's parking generation rates. TABLE 5 summarizes the relevant parking requirements of the other jurisdictions for retail uses.

**TABLE 5 BENCHMARKING ANALYSIS - RETAIL PARKING REQUIREMENTS**

JURISDICTION	RATE	CALCULATED PARKING REQUIREMENT (spaces)
RDN (Regional District of Nanaimo)	Variable – depending on use, up to 6.5 per 100 m <sup>2</sup> for shopping (1 per 15 m <sup>2</sup> )	117
Qualicum Beach	6.5 per 100 m <sup>2</sup> for shopping (1 per 15 m <sup>2</sup> )	106
City of Nanaimo	1 per 20 m <sup>2</sup> up to 5.4 per 100 m <sup>2</sup> for shopping (1 per 18.5 m <sup>2</sup> )	88
CVRD (Cowichan Valley Regional District)	1 per 20 m <sup>2</sup>	82
Merritt	1 per 20 m <sup>2</sup>	82
Ministry of Transportation	1 per 22.7 m <sup>2</sup>	72
Tofino	1 per 28 m <sup>2</sup> + 1 per 3 employees (assume 30 employees)	68
Whistler	1 per 25 m <sup>2</sup>	65
Sooke	1 per 30 m <sup>2</sup>	55
Parksville	1 per 30 m <sup>2</sup>	55
Ucluelet	1 per 30 m <sup>2</sup>	55
Harrison Hot Springs	1 per 30 m <sup>2</sup>	55
Pemberton	1 per 30 m <sup>2</sup>	55
Comox	1 per 40 m <sup>2</sup>	41
<b>AVERAGE</b>		<b>71</b>

The benchmarking analysis confirms that the BC MoT parking requirements for the commercial uses compare closely with the average rate of the surveyed jurisdictions.

*Restaurant*

For the restaurant use, Bylaw requirements from the same municipalities were reviewed, as summarized in TABLE 6. Most benchmarked municipalities utilize the number of seats as the independent variable, and, for calculation purposes, it was assumed that a restaurant of 278.70 square metres (as proposed for Schooner Cove) would accommodate 100 seats.

**TABLE 6 BENCHMARKING ANALYSIS – RESTAURANT PARKING REQUIREMENTS**

JURISDICTION	RATE	CALCULATED PARKING REQUIREMENT (spaces)
CVRD (Cowichan Valley Regional District)	1 per 3 seats plus 3 stalls	36
Tofino	1 per 3 seats plus 1 per 3 employees (assume 6)	35
City of Nanaimo	1 per 3 seats plus 1 per 2 seats of lounge area	33
Pemberton	1 per 3 seats	33
Ucluelet	1 per 3 seats	33
Ministry of Transportation	1 per 9.4 m <sup>2</sup>	30
RDN (Regional District of Nanaimo)	Variable – depending on use, up to 1 per 10 m <sup>2</sup>	28
Qualicum Beach	1 per 10 m <sup>2</sup>	28
Sooke	1 per 4 seats	25
Parksville	1 per 4 seats	25
Merritt	1 per 4 seats	25
Harrison Hot Springs	1 per 5 seats	20
Comox	1 per 6 seats	17
Whistler	4 per 100 m <sup>2</sup>	11
<b>AVERAGE</b>		<b>27</b>

The benchmarking analysis confirms that the BC MoT parking requirements for restaurant use are slightly higher or more conservative than average.

*Office*

TABLE 7 summarizes the relevant parking requirements of the other jurisdictions for office uses. It was assumed that for the medical office space proposed, up to three medical professionals would practice at Schooner Cove.

**TABLE 7 BENCHMARKING ANALYSIS - OFFICE PARKING REQUIREMENTS**

JURISDICTION	RATE	CALCULATED PARKING REQUIREMENT (spaces)
Tofino	General – 1 per 25 m <sup>2</sup> + 1 per 3 employees (assume 3) Medical – 5 per doctor	31
City of Nanaimo	General – 1 per 22 m <sup>2</sup> Medical – 1 per 18 m <sup>2</sup>	30
RDN (Regional District of Nanaimo)	General - 1 per 32 m <sup>2</sup> Medical - 1 per 15 m <sup>2</sup>	27
Qualicum Beach	General - 1 per 32 m <sup>2</sup> Medical - 1 per 15 m <sup>2</sup>	27
Pemberton	General - 1 per 28 m <sup>2</sup> Medical – 4 per doctor	25
Harrison Hot Springs	General - 1 per 33 m <sup>2</sup> Medical - 1 per 20 m <sup>2</sup> or 4 per dentist	23
Merritt	General – 1 per 30 m <sup>2</sup> Medical – 3 per doctor	21
Whistler	General - 1 per 33 m <sup>2</sup> Medical - 1 per 25 m <sup>2</sup>	21
Ucluelet	General - 1 per 30 m <sup>2</sup>	20
Sooke	General - 1 per 30 m <sup>2</sup> Medical - 1 per 30 m <sup>2</sup>	20
Parksville	General - 1 per 30 m <sup>2</sup>	20
CVRD (Cowichan Valley Regional District)	General - 1 per 35 m <sup>2</sup>	17
Ministry of Transportation	General – 1 per 35.7 m <sup>2</sup>	17
Comox	General - 1 per 40 m <sup>2</sup> Medical - 1 per 40 m <sup>2</sup>	15
<b>AVERAGE</b>		<b>22</b>

The benchmarking analysis confirms that the BC MoT parking requirements for office use are slightly lower than average. This is considered appropriate since the proposed office spaces within Schooner Cove are expected to be primarily oriented for internal resident use, rather than general use.



### *Overall*

By compiling the results of TABLES 5 through 7, an overall benchmarking analysis can be conducted for the commercial land uses proposed for Schooner Cove, to test the adequacy of the rates established by the Ministry of Transportation and recommended for supply. The results are shown in TABLE 8.

The result of the benchmarking analysis confirms that the recommended provision of 119 parking spaces for the commercial uses is slightly above the average of the parking requirements established by various jurisdictions. It is our opinion that this recommended parking supply of 119 spaces will therefore meet the objective of providing an adequate parking supply, while avoiding an over-supply of parking. The benchmark analysis shows that the BC Ministry of Transportation standards reflect a reasonable midpoint of the minimum requirements of the surveyed municipalities.

### *Institute of Transportation Engineers and Urban Land Institute Rates*

Another source of information that transportation planners typically use to determine parking generation is the Institute of Transportation Engineers' (ITE) Parking Generation handbook and the Urban Land Institute's (ULI) guide on Shared Parking. The applicable rates from these sources for general commercial, retail and restaurant uses were found to be consistent with the 119 spaces recommended for Schooner Cove using the BC Ministry of Transportation standards.

**TABLE 8 BENCHMARKING ANALYSIS – COMBINED COMMERCIAL  
 (RETAIL, RESTAURANT, AND OFFICE) USES PROPOSED AT SCHOONER  
 COVE**

JURISDICTION	CALCULATED PARKING REQUIREMENT (spaces)
RDN (Regional District of Nanaimo)	172
Qualicum Beach	161
City of Nanaimo	151
CVRD (Cowichan Valley Regional District)	135
Tofino	134
Merritt	128
Ministry of Transportation	119
Pemberton	113
Ucluelet	108
Sooke	100
Parksville	100
Harrison Hot Springs	98
Whistler	97
Comox	73
<b>AVERAGE</b>	<b>121</b>

### **3.0 MARINA PARKING REQUIREMENTS**

The marina will form a significant component of the Schooner Cove redevelopment. This section addresses the parking requirements for the marina, which is proposed to provide 360 berths.

#### **3.1 Recommended Parking Requirements**

It is recommended that parking for the marina be provided at a rate of 1 parking space per 3 berths. At the current level of 360 berths, this parking requirement equates to 120 parking spaces for the marina use.

This supply rate of 1 parking space per 3 berths would be consistent with the observed and measured peak parking demand at the current Schooner Cove marina of 1 space per 3.03 berths based on 119 parked vehicles and 360 marina slips. This parking rate would also be consistent with the parking requirements specified by several benchmark municipalities.

The detailed analysis conducted for the marina parking requirements indicated that the rate of 1 space per 3 berths would be adequate and slightly conservative compared to the anticipated peak demand, but without resulting in an over-supply condition.

#### **3.2 Benchmark Analysis for the Marina Parking Requirements**

The parking requirements for marinas in several jurisdictions were benchmarked and compiled in TABLE 9.

**TABLE 9 BENCHMARKING ANALYSIS – MARINA REQUIREMENTS**

JURISDICTION	RATE	ESTIMATED PARKING REQUIREMENT (spaces)
Qualicum Beach	1 per 2 berths plus 1 per 2 employees	180
RDN (Regional District of Nanaimo)	1 per 2 berths plus 1 per 2 employees	180
Sidney	1 per 2 berths	180
City of Nanaimo	1 per 3 berths	120
Sooke	1 per 3 berths	120
Harbour Town, South Carolina	1 per 3 berths of wet slips plus 1 stall per every 5 dry storage berths, and 1 stall per 200 square feet of enclosed space not used for storage	120
Georgetown County, South Carolina	1 per 3 berths of wet slips plus 1 stall per every 5 dry storage berths, and 1 stall per employee	120
Ucluelet	1 per 4 mooring berths	90

Of the jurisdictions examined, the maximum requirement would be what is currently required under the RDN By-Law, being 1 stall per every 2 berths. Two jurisdictions which require parking at 1 stalls per every 3 marina berths are on Vancouver Island. Ucluelet requires the least amount of parking at 1 per 4 berths.

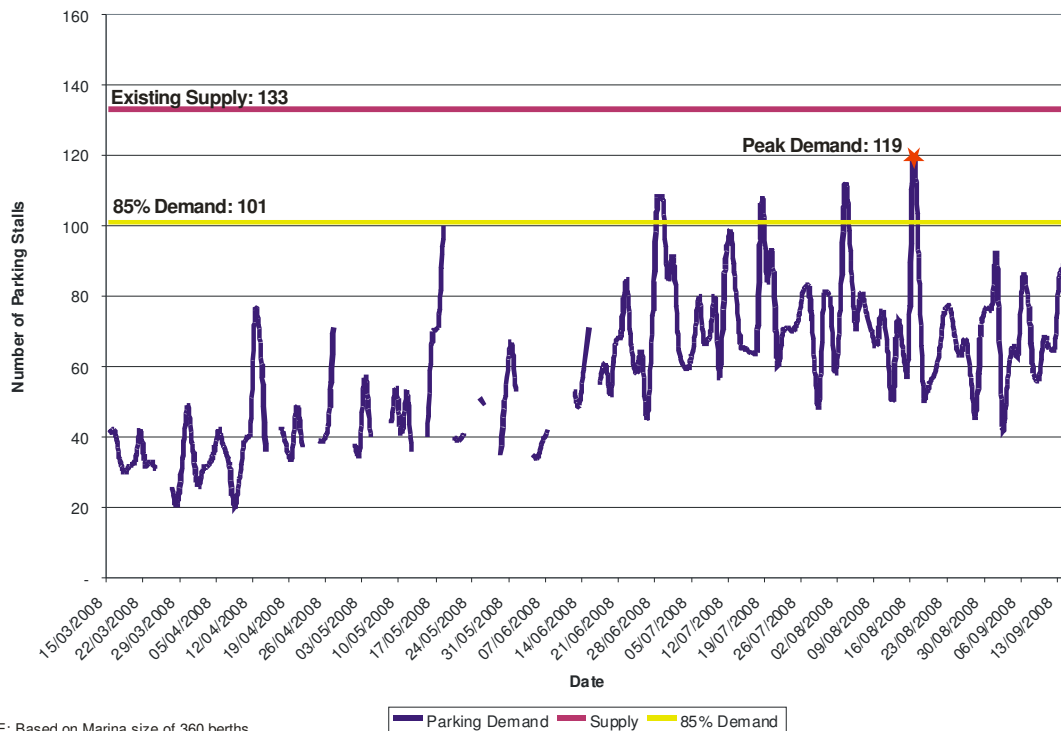
Opus International staff discussed parking supply at marinas with representatives from Tofino, Sooke and South Carolina. Municipal staff at these jurisdictions confirmed that the rate of 1 parking space per three berths adequately meets their peak marina requirements.

### 3.3 Schooner Cove Existing Parking Demand

The historical peak parking demand data for the marina at Schooner Cove was analyzed in detail. Actual daily peak parking demand data covering the period from March to September 2008 was recorded by marina staff. This period included the peak summer months of marina activity.

The data is presented in FIGURE 1. The survey results represent existing conditions with 360 berths (only 266 of which are currently available during the winter months), the Dockside Café, the Cold Beer and Wine Store, and the boat ramp in operation sharing the parking supply. Peak demand was observed to be 119 vehicles, with boat trailers being counted as separate vehicles. Notwithstanding RDN’s acknowledgement that the parking supply at Schooner Cove is currently 162 spaces, there are effectively only 133 spaces which can be deemed available to the general public based on site observations. Thus, the analysis considers that 133 parking spaces are available at Schooner Cove. Parking supply is typically designed to 85<sup>th</sup> percentile of peak demand, and because the parking for the Dockside Café and the boat ramp is not separately calculated this analysis, is considered conservative.

The analysis reveals that the 85<sup>th</sup> percentile demand is approximately 101 parking spaces, suggesting that the peak parking demand for the marina and the other establishments is approximately 1 stall per every 3.34 berths. The design condition would therefore require *less* than 1 space for every three berths.



NOTE: Based on Marina size of 360 berths  
 Existing Supply: 133 (1 space / 2.83 berths + 1 space / 2 employees)  
 Existing Peak Demand: 119 (1 space / 3.03 berths)

**FIGURE 1 MARINA PEAK PEARKING DEMAND DATA**



In summary, the existing peak parking demand at the Schooner Cove marina and the benchmarking analysis confirmed that a marina parking supply of 1 space per 3 berths will be adequate to conservative.

#### 4.0 RESIDENTIAL PARKING

The proposed strategy to be implemented at Schooner Cove for the residential component is unbundled parking. Unbundled parking allows for individual units to specify their parking needs by purchasing (upon pre-sale) only the number of stalls that they require. As such, the total provision of parking covers only the demand specified by the ultimate purchasers of the units. This avoids an oversupply of parking for the residential use, since the amount of supply caters to actual demand.

Based on experience and typical Bylaw rates of other British Columbia municipalities, resultant parking rates for multiple-family residential units in Schooner Cove will likely be close to the proposed rates below. TABLE 10 provides a comparison between proposed rates and other residential rates.

**TABLE 10 MULTIPLE-FAMILY RESIDENTIAL PARKING REQUIREMENTS**

Multi-unit Dwelling	Proposed	RDN	Harrison Hot Springs	Pemberton
Bachelor	1	1	1*	1.25*
1 Bedroom	1.3	1.25	1	1.25
2 Bedroom	1.5	1.5	1.5	1.75
3-plus Bedroom	2	2	2	2

\*No specific requirement given for bachelor units

It is possible that with the Transportation Demand Management measures proposed, further reduction from these baseline rates can be accomplished. Since the units are not yet at the pre-sale stage, and the number of units is still being finalized, the ultimate parking supply requirements for the residential component at Schooner Cove is not yet established. Ultimately, parking supply will be confirmed later in the development planning process.

The residential parking supply will be separate and independent of the other Schooner Cove uses (Marina, Office, and Commercial). Therefore, the residential parking component will and can be separately treated later in the development process, once the number of residential units is confirmed. It is important to note however that the proximity of residential units was implicitly considered in the determination of commercial and marina parking ratios.

## 5.0 SUSTAINABILITY CONSIDERATIONS

Further measures can be implemented at Schooner Cove to reduce automobile travel demand and encourage the use of healthy transportation choices, such as walking, biking, car-pooling, and shuttle buses.

With the following considerations, it can be expected that parking demand and trip generation will be supportive of a sustainable community.

### *Transportation Demand Management*

Transportation Demand Management (TDM) measures are measures intended to reduce the number of vehicle trips to an area. By strategically employing certain TDM measures, the parking demand for Schooner Cove can be reduced by discouraging the number of vehicle trips made to the development. Possible effective TDM measures for Schooner Cove include:

- Charging for parking at Schooner Cove;
- Providing additional transit or shuttle services to Schooner Cove;
- Car Sharing;
- Ensuring walkability by providing an attractive sidewalk environment and pedestrian paths;
- Encouraging (by regulation or incentive) Marina users not to park their cars at Schooner Cove for extended periods (ie, more than 48 hours); and
- Providing bicycle facilities, such as bicycle routes and secured bicycle parking.

By successfully implementing the suggested TDM measures, it can be expected that the modal splits for the users of Schooner Cove will change in a direction that decreases the parking demand.



### *Unbundled Parking*

Unbundled parking is the concept of renting or selling parking spaces separate from the purchasing or renting price of the unit. With parking space as a separate item from the unit, the price of the unit is decreased.

Residential parking for Schooner Cove can be further reduced by adopting this strategy, which gives purchasers (or tenants) the opportunity to choose whether or not parking is required.





- Traffic Operations
- Transportation Planning
- Road Safety Engineering
- Transit and Sustainability
- Asset Management
- Project Management