



STAFF REPORT TO COMMITTEE

MEETING TYPE & DATE: Electoral Area Services Committee of March 4, 2026

FROM: LAND USE SERVICES - Development Services

SUBJECT: Application No. RZ24A02 (746, 750, 754, 760 and 766 Handy Road and 2673 and 2691 Mill Bay Road; PIDs: 001-293-648, 000-697-770, 001-293-630, 001-293-621, 001-293-613, 001-349-325, 001-293-605)

FILE: RZ24A02

REPORT SUMMARY

The purpose of this report is to present referral comments for the proposed Official Community Plan (OCP) amendment and rezoning application of the seven (7) subject properties.

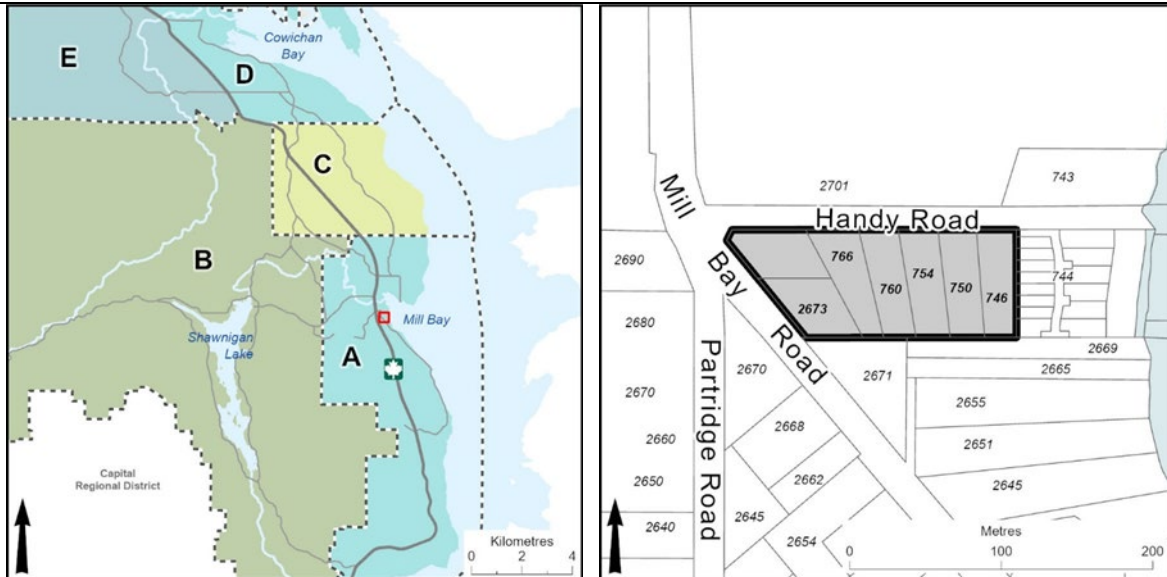
Staff are recommending that the application be denied due to its inconsistency with the OCP, concerns regarding the ability to meet on-site parking requirements and resulting potential impacts on the surrounding residential neighbourhood, local businesses and access to the existing community amenity (the boat launch), as well as ongoing concerns and a continued lack of clarity regarding groundwater resources. Alternative recommendations are provided.

RECOMMENDED RESOLUTION

That it be recommended to the Board:

That Application No. RZ24A02 (746, 750, 754, 760, and 766 Handy Road and 2673 and 2691 Mill Bay Road, PIDs: 001-293-605, 000-697-770, 001-293-648, 001-293-613, 001-293-630, 001-293-621, 001-349-325), be denied.

LOCATION MAP



BACKGROUND

The application proposes to rezone and redesignate the seven subject properties to permit four blocks of 3-storey townhouses (22 dwelling units) and two 5- to 6-storey apartment buildings (122-139 dwelling units).

Per the CVRD [Development Application Referrals Policy](#), a preliminary staff report introducing the application and recommending proceeding to referrals prior to further consideration, was considered by the [EASC on February 5, 2025](#). The CVRD Board passed the following resolution at the February 12, 2025 meeting:

That Application No. RZ24A02 (746, 750, 754, 760, and 766 Handy Road and 2673 and 2691 Mill Bay Road, PIDs: 001-293-605, 000-697-770, 001-293-648, 001-293-613, 001-293-630, 001-293-621, 001-349-325), be referred to the following external agencies and First Nations:

1. *Ministry of Transportation and Transit;*
2. *Ministry of Land, Water, and Resource Stewardship:*
 - a. *Water authorizations (water licensing);*
 - b. *Ecosystems (Water Sustainability Act); and*
 - c. *Fish Habitat (RAPR);*
3. *BC Hydro;*
4. *Cowichan Valley School District (School District 79);*
5. *Electoral Area A – Mill Bay/Malahat Advisory Planning Commission;*
6. *Electoral Area A – Mill Bay/Malahat Parks Advisory Commission;*
7. *Cowichan Tribes;*
8. *Ts'uubaa-asatx First Nation;*
9. *Stz'uminus First Nation;*
10. *Tsawout First Nation;*
11. *Tsartlip First Nation;*
12. *Pauquachin First Nation;*
13. *Tseycum First Nation;*
14. *Te'mexw Treaty Association;*
15. *Malahat Nation;*
16. *Mill Bay Waterworks District; and*

17. Mill Bay Fire Department.

A summary of referral responses received to date are provided in Attachment A.

The applicant has requested that the rezoning proceed with the plans that have been submitted to date, noting that building details and design, as well as parking compliance will be finalized at the Development Permit stage (see Attachment B).

POLICY AND REGULATORY CONSIDERATIONS

Official Community Plan (OCP) for the Electoral Areas Bylaw No. 4373:

The subject property is designated Village Residential and is in the Mill Bay Growth Containment Boundary (GCB). The Village Residential designation supports high-density detached dwellings and townhomes within or adjacent to village and urban centres. Housing forms in this designation should be street-oriented with small lot configurations and ground-oriented multi-unit buildings, such as townhomes. Properties in this designation are serviced by community water or sewer systems and have reasonable access to transit routes. The maximum density for the Village Residential designation is between 25 and 50 units per hectare (UPH), plus permitted suites.

The Village Core designation supports multi-unit housing in the form of townhomes and low-rise apartment buildings (up to four storeys) and a maximum density of 40 to 100 UPH, plus permitted suites. The OCP states that six storey buildings may be considered if the proposal contributes to the types of units needed in the community as determined by the latest housing needs assessment, including non-market housing.

Density ranges do not guarantee the highest density is appropriate for every parcel within the GCB, and only through the development application process will the suitability of a site be considered.

OCP objectives and policies to mitigate and adapt to the climate crisis encourage development in village areas that creates complete, walkable neighbourhoods with a mix of housing, servicing and amenities. High-density residential and mixed-use development are supported in locations where residents can meet their daily needs within walking distances.

OCP objectives and policies to manage infrastructure responsibly require that community water and sewer systems are in place before new development proceeds and ensure development contributes to efficient servicing; support existing and new development to tie into existing public infrastructure; and, ensure all development is designed to meet required fire flow standards, including those needed to control fires in multi-unit residential buildings.

OCP objectives and policies for creating distinct, complete communities support higher densities (multi-storey apartment and multi-unit dwellings) and the greatest mix of uses in urban areas. Increased housing supply is encouraged to maintain rental vacancy rates above 3% and meet 20-year housing needs identified in the Housing Needs Report. Complete communities should provide access to transit, active transportation, parks and shopping.

OCP objectives and policies for expanding mobility options encourage working with the Ministry of Transportation and Transit (MoTT) to pedestrianize village streets; support new development proposals that support connectivity and transportation initiatives to increase transit and active transportation use in village and urban areas; incorporate greenway routes and arterial road connections to improve pedestrian and cyclist pathways; and ensure adequate parking areas and secure bike parking adjacent to parks, trails and beaches.

OCP objectives and policies to protect and restore natural assets encourage low-impact development approaches and the retention of functional landscapes and support the expansion and enhancement of active pedestrian connections to natural areas.

According to the Housing Needs Report in Section 1.7 of the OCP, Electoral Area A has a projected housing need of 1,121 units and a residential land use capacity of 8,615 units. While the capacity demonstrates significant potential for future housing, the OCP acknowledges that several factors limit the full build-out of this (theoretical) capacity. These include water and sewer servicing constraints, private landowner interests and broader economic conditions. To account for these limitations, the OCP provides flexibility by designating for a higher number of potential housing units than those identified in the housing needs report.

The twenty-five (25) year housing need by unit type and size in Electoral Area A is provided in Section 1.5 of the OCP:

Housing Structure Type	0-1 bedroom	2 bedroom	3+ bedroom
Attached	26	116	72
Detached	40	152	712

South Cowichan Zoning Bylaw No. 3520:

The subject properties are currently zoned R-3 Village Residential and R-3A (applicable to 750 Handy Road, PID: 000-697-770 only). These zones permit single detached dwelling use with either an attached or detached suite. The R-3A zone also permits “parking” and “office” as permitted principal uses.

Section 10.9A.7 includes a special parking provision for the R-3A zone, stating: “*Notwithstanding Section 7.5, parcels in the R-3A zone may accommodate parking from Lease No. 112643, District Lot 459, Cowichan District, containing 1.079 ha.*”

There are currently no existing zones in Zoning Bylaw No. 3520 that would appropriately accommodate the proposed development; a Comprehensive Development (CD) zone is considered a suitable approach.

Section 7.1 requires the following off-street parking spaces for multiple unit dwelling use:

- 1 space per bachelor dwelling unit;
- 1.5 spaces for each 1- and 2-bedroom dwelling unit;
- 1.75 spaces for each 3-bedroom dwelling unit;
- 2 spaces for each dwelling unit with 4 or more bedrooms; and
- in all cases, 2 or more required spaces may be in tandem if the parking area is separate for each dwelling unit.

Section 7.5 requires that all off-street parking spaces be located on the same parcel as the building or use. Additional regulations in Part 7 require parking space and aisle dimensions, surfacing, provision for oil/water separator, bicycle parking and parking requirements for persons with disabilities.

COMMISSION / AGENCY / DEPARTMENTAL CONSIDERATIONS See Attachment A for full referral comments received, summarized as follows:

- **Ministry of Transportation and Transit (MoTT)** – Reduction of onsite parking is not supported; on-street parking is not supported; a minimum of 20 m right of way is required for

both Handy Rd and Mill Bay Rd, further assessment required; design of road frontage and accesses will need to be reviewed and accepted by the Ministry.

- **Ministry of Water, Land and Resource Stewardship (MWLRS)** – The use, storage or diversion of groundwater and surface water require authorization, unless exempted under the *Water Sustainability Act* (WSA). No water licences appurtenant to these parcels. Please advise developer of the requirement.
- **Mill Bay Waterworks District (MBWD)** – Well-water license application to be submitted to MWLRS; once review of test results are completed, technical assessment and engineering design review will be undertaken to determine feasibility of MBWD acceptance of new well; well monitoring plan must be complete; can inform that the development does not have the required supply of water for domestic or fire flow requirements at this time as would be supplied by MBWD current infrastructure.
- **Mill Bay Fire Department** – Handy Road is already difficult for fire apparatus to access due to street parking; reduced onsite parking may worsen access, a plan is needed to prevent further access issues and ensure emergency vehicles can respond; fire department to be consulted on fire hydrant locations and consulted on building planning stages for apartment buildings.
- **Malahat Nation** – have expressed support and acknowledge the need for careful water resource planning and management across all developments in the region.

Electoral Area A – Mill Bay/Malahat Advisory Planning Commission (APC):

The application was referred to the APC on May 8, 2025, where the APC passed a motion not supporting the application, advising that:

- The proposed density be reduced;
- The proposed multi-story apartment buildings be reconfigured to reduce the height; and
- That the application be resubmitted following the completion of a special study of the Mill Bay CD SSA.

Electoral Area A – Mill Bay/Malahat Community Parks Advisory Commission (PAC):

The application was referred to the PAC on May 8, 2025, where the PAC passed a motion supporting the application and recommending advancing the application, subject to:

- Pedestrian access be created in the public right of way along the south side of Handy Road connecting Mill Bay Road to the waterfront, as well as pedestrian access along Mill Bay Road;
- The applicant providing an amenity contribution to the Area A Community Parks reserve fund due to the expected higher demand placed on area parks associated with the development population increase;
- The applicant providing an additional amenity contribution to the Area A Community Parks reserve fund to support future restoration/development of public park space at the current boat launch location at the end of Handy Road.

PLANNING ANALYSIS

This application was previously considered under repealed CVRD Bylaw No. 4270 – Cowichan Valley Regional District Official Community Plan for the Electoral Areas Bylaw, 2021, and is now presented to the Board under the CVRD Bylaw No. 4373 – Cowichan Valley Regional District Official Community Plan Bylaw, 2024.

The application proposes the construction of four blocks of three-storey townhouses (22 units) and two (2) five- to six-storey apartment buildings (122-139 units), resulting in a total density of 121 to 135 units per hectare (UPH). The applicant has not yet provided information regarding the

distribution of unit types (i.e. bachelor, 1-bedroom, 2-bedroom, etc.), or the anticipated mix of rental and ownership units within the development.

The OCP supports high-density residential development in village areas with access to community water and sewer services and near to other residential development, jobs, public transit and other amenities. The inclusion of the subject properties in the Village Residential designation indicates support for increased density at this location, as this designation allows between 25 and 50 UPH, in the form of detached homes, “plex”-homes and townhouses. Townhouses are supported as a suitable alternative to single detached dwellings, allowing for higher-density, ground-oriented development. There is a neighbouring townhouse development sharing the east property line with this proposal on Handy Road; staff consider this an example of what the Village Residential designation envisions.

The proposal is not consistent with the current OCP land use designation and would require a designation change to proceed. The proposed density of 121 to 135 UPH exceeds the highest density permitted in the OCP, which is found in the Village Core designation. Should this application proceed, the Village Core designation would be the most appropriate, as it supports townhouses and apartment buildings and densities between 40 and 100 UPH, with buildings up to four storeys. The OCP allows consideration of five- to six-storey building only where a development demonstrably contributes to identified community housing needs, including non-market housing; as outlined in the latest housing needs assessment.

Section 1.5 of the OCP references the Housing Needs Report, which identifies, over the next 25 years, approximately 70% of the housing need in Electoral Area A will consist of dwelling units with 3 or more bedrooms. Of this, about 64% is in the form of 3+ bedroom detached dwellings. The remaining 30% of the housing need in Electoral Area A is distributed as follows:

Housing Structure Type	0-1 bedroom		2 bedroom		3+ bedroom	
Attached	26	2.3%	116	10.3%	72	6.4%
Detached	40	3.6%	152	13.6%	712	63.5%

As currently proposed – and depending on the final distribution of bedroom units – this application would fulfill the Housing Needs Report’s identified demand for 0-1 bedroom and 2 bedroom attached dwellings in Electoral Area A. Staff note that it is neither expected nor intended that a single development application meet the full housing need of an entire area.

In addition, the subject properties are located within the Central Mill Bay Special Study Area (SSA) in [Schedule L](#) of the OCP, which is identified as a Comprehensive Development SSA. Generally, SSAs identify areas where additional analysis is required and where the application of the land use designation(s) are considered on a site- or area-specific basis. Comprehensive Development SSAs typically require a comprehensive development plan showing the overall build-out concept, including land use and zoning strategy, infrastructure and servicing requirements, building siting, mobility and transportation connections, environmental protection, and parks and public space planning. Specifically, the Central Mill Bay SSA has been identified as an area with redevelopment potential due to its central location and proximity to Brentwood College; however, water-supply limitations and privately owned servicing infrastructure present significant barriers to multi-unit residential development. To address these constraints, further analysis and investment into new potable water sources are required to support future community-serving development.

No guidance is offered in the OCP on how to initiate or proceed with special studies, but the responsibility is to the developer. The Board could require that a special study be undertaken prior to proceeding with this application.

Servicing:

OCP policies require that community water and sewer servicing are in place before new development proceeds. Servicing for the development is proposed through the CVRD Mill Springs community sewer system and Mill Bay Waterworks District (MBWD).

CVRD Utilities Division staff have confirmed that the applicant currently holds 25 paid sewer units. An additional 90 units have been allocated to the project but have not yet been purchased. Based on a review of current system capacity and existing allocations, Utilities staff indicate that capacity is available up to 115 sewer units. Should the applicant request additional units beyond this amount, system upgrades and a supporting capacity assessment would likely be required, subject to engineering review at the time of application.

MBWD has advised that the proposed development does not currently meet the required domestic or fire flow water supply. A water licence application has been submitted to the Province to secure the necessary additional water supply. A water licence application for a new groundwater well has been submitted to the Province; however, the CVRD has not yet received a referral from the Ministry of Water, Land and Resource Stewardship (MWLRS).

Given the uncertainty regarding water supply, the applicant has agreed that any bylaw amendments will be held at third (3rd) reading until water licensing is confirmed. Staff note that holding a bylaw amendment at 3rd reading presents a risk, as any new information arising from the Province's decision may necessitate a second public hearing.

Parking:

The applicant has provided a parking plan (Attachment B) and Parking Study by Watt Consulting Group, dated July 7, 2025 (Attachment C).

Based on the current Zoning Bylaw, the Parking Study estimates a total of 168 to 192 onsite spaces are required for the proposed apartment buildings. However, the Parking Study estimates that parking demand will be less than this and estimate demand to be one (1) vehicle space per unit – therefore, according to the Parking Study only 122 to 144 onsite spaces will be needed for the proposed apartments. The current plan proposes 108 spaces (underground and surface) for the apartment buildings.

While the plan demonstrates that onsite parking can be provided for the 22 proposed townhouses, it does not meet the required onsite parking for the proposed apartment buildings. MoTT staff have stated they will not support on-street parking.

In addition, the plan does not account for the distribution of bedroom units, which will increase the required number of onsite parking spaces. As a result, the total required onsite parking for the proposed development cannot be determined at this time. The applicant has recently indicated they will meet parking requirements at the Development Permit stage.

Parking requirements for the existing marina and restaurant (Bridgeman's Bistro) located at 740 Handy Road, must also be addressed. The property at 750 Handy Road (PID: 000-697-770) was rezoned through application 01-A-16RS to a site-specific R-3A zone to permit "office" and "parking" use, specifically to provide fourteen (14) off-street parking spaces for the restaurant. This rezoning was intended as a short-term solution to address parking shortages affecting the

restaurant and marina, which had contributed to parking congestion near the community boat launch. The long-term intent was that future redevelopment of adjacent parcels on Handy Road would provide a comprehensive solution to parking, servicing and other land use issues.

Under the current proposal, the removal of the 14 parking spaces from 750 Handy Road will result in insufficient onsite parking at 740 Handy Road, and the restaurant will no longer comply with parking requirements in Zoning Bylaw No. 3520. An option to ensure parking is retained would be registration of a covenant that requires a number of parking spaces be retained for the restaurant and marina.

Roadside Path(s):

The original proposal contemplated a potential community roadside path along Handy Road and the Mill Bay Road frontage, located within the MoTT right-of-way. Following discussions between the applicant, MoTT staff, and CVRD Planning and Parks & Trails staff, cross-section drawings were requested to determine the feasibility of these constructing roadside paths.

The applicant has since advised Planning staff that the proposed roadside path is now intended to be located entirely on the subject properties rather than within the MoTT right-of-way. Final design details would be addressed at the detailed design and Development Permit stage. The applicant has confirmed that no parking or construction is proposed outside the boundaries of the subject properties.

CVRD Parks & Trails staff have noted that roadside paths are typically situated within the MoTT right-of-way – secured through a License of Occupation – unless it can be demonstrated that such placement is not feasible.

Should the application proceed, the Board may consider requiring a covenant to secure any voluntary community amenity contributions.

Subdivision SA25A01:

An application to consolidate the seven (7) subject properties into six (6) parcels to facilitate phased residential development was submitted to MoTT and referred to the CVRD in 2025. In its response to the MoTT, CVRD staff advised that the proposed subdivision does not comply with the existing R-3 and R-3A zoning with respect to density (use) and siting requirements. MoTT staff have confirmed that the subdivision application will not advance until the rezoning process is completed. MoTT staff have also indicated road widening of Handy Road may be required as part of the subdivision process.

Recommendation:

The current zoning for the subject properties permits one single detached dwelling and one suite per lot, with a density range of approximately 8 UPH. Infill development is supported at this location, as evidenced by the inclusion of the parcels into the Village Residential designation. Staff are supportive of an increase in density at this site; however, not to the extent proposed in this application. A development consistent with the OCP designation – such as a townhouse project of up to approximately 50 units, similar to the neighbouring townhouse development to the east – appears more appropriate for this location.

The proposed density of 121 to 135 UPH significantly exceeds the highest density permitted in the recently adopted OCP. Staff consider this level of density unsuitable for the area given existing traffic conditions, parking constraints and ongoing uncertainty regarding the capacity of local water supply to meet domestic and fire-flow requirements. Additionally, the proposed height of the apartment buildings is not compatible with the surrounding built form or neighbourhood character and may affect view corridors toward Mill Bay.

The applicant has not yet demonstrated parking requirements under Zoning Bylaw No. 3520 will be met. Handy Road has very limited parking available to support community use of the boat launch, and staff are concerned that overflow parking from the proposed development would further strain this limited parking supply. Mill Bay Road also has no shoulder to accommodate parking, and MoTT has expressed their opposition to street parking in the area.

Past parking challenges associated with the marina and restaurant were addressed through a 2016 rezoning that permitted additional parking on one of the subject properties included in this current application. That rezoning was intended as a short-term solution, with the expectation that a long-term solution would be incorporated into the future redevelopment of the adjacent parcels. No such long-term solution has been included in the current proposal.

Staff recommend that the application be denied due to its inconsistency with the OCP, concerns regarding the ability to meet onsite parking requirements and the resulting potential impacts on the surrounding residential neighbourhood, local businesses and access to the community boat launch, as well as ongoing concerns and a continued lack of clarity regarding groundwater resources.

Staff also present alternative recommendations, including returning the application back to staff to work with the applicant on a revised proposal that aligns with the Village Residential land use designation, or requiring the applicant to undertake a special study at their own cost, as outlined in the Central Mill Bay Special Study Area.

Should the Board choose to support the application as presented, staff recommend that covenants be registered to secure community amenity contributions, including the proposed roadside path(s) – developed in conjunction with CVRD Parks & Trails staff – and to secure dedicated parking for the restaurant and marina to ensure public access to the boat launch is not further constrained by the development.

OPTIONS

Option 1: (recommended, deny the application)

That it be recommended to the Board:

That Application No. RZ24A02 (746, 750, 754, 760, and 766 Handy Road and 2673 and 2691 Mill Bay Road, PIDs: 001-293-605, 000-697-770, 001-293-648, 001-293-613, 001-293-630, 001-293-621, 001-349-325), be denied.

Option 2: (refer back to staff, consistent with OCP)

That it be recommended to the Board:

1. That Application No. RZ24A02 (746, 750, 754, 760, and 766 Handy Road and 2673 and 2691 Mill Bay Road, PIDs: 001-293-605, 000-697-770, 001-293-648, 001-293-613, 001-293-630, 001-293-621, 001-349-325), be referred back to staff for further review;

2. That the applicant be directed to work with CVRD Development Services Division staff to revise the application to ensure consistency with the Village Residential land use designation in the CVRD Bylaw No. 4373 – Cowichan Valley Regional District Official Community Plan Bylaw, 2024;
3. That a staff report be brought back to the Board for the revised proposal.

Option 3: (refer back to staff, conduct special study)

That it be recommended to the Board:

1. That Application No. RZ24A02 (746, 750, 754, 760, and 766 Handy Road and 2673 and 2691 Mill Bay Road, PIDs: 001-293-605, 000-697-770, 001-293-648, 001-293-613, 001-293-630, 001-293-621, 001-349-325), be referred back to staff for further review;
2. That the applicant for the Application No. RZ24A02 be directed to undertake and submit the required special study in accordance with CVRD Bylaw No. 4373 – Cowichan Valley Regional District Official Community Plan Bylaw, 2024; and
3. That a staff report be brought back to the Board upon completion and evaluation of the study.

Option 4: (proceed to bylaw drafting, including OCP amendment as proposed)

That it be recommended to the Board:

1. That an Official Community Plan Amendment Bylaw for Application No. RZ24A02 (746, 750, 754, 760, and 766 Handy Road and 2673 and 2691 Mill Bay Road, PIDs: 001-293-605, 000-697-770, 001-293-648, 001-293-613, 001-293-630, 001-293-621, 001-349-325), be prepared and forwarded to the Board for consideration of 1st reading.
2. That a Zoning Bylaw Amendment Bylaw for Application No. RZ24A02 (746, 750, 754, 760, and 766 Handy Road and 2673 and 2691 Mill Bay Road, PIDs: 001-293-605, 000-697-770, 001-293-648, 001-293-613, 001-293-630, 001-293-621, 001-349-325), be prepared and forwarded to the Board for consideration of 1st reading.
3. That a public hearing be scheduled for Application No. RZ24A02 (746, 750, 754, 760, and 766 Handy Road and 2673 and 2691 Mill Bay Road, PIDs: 001-293-605, 000-697-770, 001-293-648, 001-293-613, 001-293-630, 001-293-621, 001-349-325).
4. That the amendment bylaws for Application No. RZ24A02 (746, 750, 754, 760, and 766 Handy Road and 2673 and 2691 Mill Bay Road, PIDs: 001-293-605, 000-697-770, 001-293-648, 001-293-613, 001-293-630, 001-293-621, 001-349-325), be held at 3rd reading until provincial water licensing is confirmed by the Ministry Water, Land and Resource Stewardship for the proposed development.
5. That prior to adoption of the amendment bylaws a Section 219 covenant be registered on the property to secure dedicated onsite parking for the restaurant and marina located at 740 Handy Road (PID: 029-057-400).
6. That prior to adoption of amendment bylaws a Section 219 covenant be registered to secure community amenity contributions for a roadside path along the adjacent frontage of Handy Road and Mill Bay Road.

GENERAL MANAGER COMMENTS

No comments.

Submitted by: J. Dubyna, Planner III
Concurrence: M. Pressman, RPP, MCIP, MPlan, Manager, Development Services
Concurrence: C. Postings, A/GM Land Use Services

Reviewed for form and content and approved for submission to the Committee:

Resolution:

Corporate Officer

Financial Considerations:

Chief Financial Officer

ATTACHMENTS:

Attachment A – Referral Responses Summary

Attachment B – Plans

Attachment C – Parking Study, Watt Consulting Group, July 7, 2025

Referral Response Summary

Application No. RZ24A02

Organization: School District 79 (Cowichan Valley)	Date of Response: February 24, 2025
Name/Title: Jason Sandquist, Secretary-Treasurer	Level of Support: No Comment
Comments: None provided.	
Organization: Mill Bay Fire Department	Date of Response: March 12, 2025
Name/Title: Chris McInerney, Fire Chief	Level of Support: Support subject to recommendations provided
Comments: 1) Handy road can already become quite hard to access with our apparatus due to the street parking on either side of the road. As per the application, the development will have a parking deficiency which would likely lead to more access problems. We would like to see a plan to address this to ensure our apparatus can respond at all times. 2) The fire department is to be consulted on fire hydrant locations. 3) The fire department is to be consulted during the building planning stages of the two multi-family buildings to comment on FDC locations and other fire safety concerns.	
Organization: Ministry of Water, Land and Resource Stewardship – Water Authorizations	Date of Response: March 13, 2025
Name/Title: Cori Tryon, Authorizations Specialist	Level of Support: Support subject to recommendations provided
Comments: Please be advised that any activities that involve the use, storage or diversion of groundwater and water from a stream or work within a water body require authorization, unless exempted, under the <i>Water Sustainability Act</i> (WSA) from the Authorizations Branch of the Ministry of Water, Land and Resource Stewardship (WLRS). More information related to activities that require WSA authorization can be found here . Information related to the application process can be found at FrontCounter BC's website . Based on my review, there are no water licences appurtenant to these parcels, and no water licence applications have been submitted. Please advise the developer of the requirement for authorization for water use, storage or diversion of groundwater and water from a stream or work within a water body under the WSA.	
Organization: Electoral Area A Community Parks Advisory Commission	Date of Response: May 8, 2025
	Level of Support: Support with Conditions
MOTION: <i>It was moved and seconded that it be recommended the CVRD Board Advance the Application.</i> <i>The Electoral Area A – Mill Bay/Malahat Community Parks Advisory Commission (CPAC) advises the CVRD Board that the CPAC is supportive of Application No. RZ23I02, and recommends advancing the application subject to the following:</i>	

- a) That pedestrian access be created in the public right of way along the south side of Handy Road connecting Mill Bay Road to the waterfront area as well as pedestrian access along Mill Bay Road;
- b) Provide an amenity contribution to the Area A Community Parks reserve fund due to the expected higher demand placed on area parks associated with the development population increase; and
- c) To provide an additional amenity contribution to the Area A Community Parks reserve fund to support the future restoration/development of public park space at the current location of the boat launch at the end of Handy Rd.

MOTION CARRIED

Organization: Electoral Area A Advisory Planning Commission

Date of Response: May 8, 2025

Level of Support: Do Not Support

MOTION:

It was Moved and Seconded that the APC does not support this application and comments as follows:

- that the proposed density be reduced,
- that the proposed multi-story apartment blocks be reconfigured to reduce the height, and
- that resubmission of the application be subject to completion of Central Mill Bay Comprehensive Development special study, as identified in the Referral Report.

MOTION CARRIED

Organization: Ministry of Transportation and Transit

Date of Response: June 25, 2025

Name/Title: Tara Breysen, Development Officer

Level of Support: Comments provided

Comments:

Please see a list below of what MoTT will be requiring at time of Subdivision. The Ministry will be requiring Chapter 1400 standards for the road construction.

1. Provide justification/warrant for the proposed pedestrian crosswalk across Mill Bay Rd at Handy Rd. Adequacy of sightlines and continuity of walking infrastructure need to be demonstrated as well.
2. Provide justification/warrant for the proposed four-way stop control at Mill Bay Rd/Handy Rd.
3. Reduction of onsite parking is not supported. On-street parking is not supported.
4. A minimum of 20 m right of way is required for both Handy Rd and Mill Bay Rd. Further assessment is required to determine the dedication from this development.
5. Design of road frontage & accesses will need to be reviewed & accepted by the Ministry.

Organization: Mill Bay Waterworks District

Date of Response: September 19, 2025

Name/Title: Gary Orton, Board Chairperson

Level of Support: Not provided

Comments:

The information regarding the proposed Marina Group development for Handy Road in the Mill Bay Waterworks District (MBWD) newsletter map is outdated due to multiple changes. We understand that the actual resident numbers are changing, however I don't believe we have received the finalized details as of yet.

There is a well-water licence application to be submitted to the Ministry of Water Lands Resources Stewardship (WLRS) by the developer and MBWD as a co-applicant that involves a 72 hour well test that is occurring at this time, however the results for the test will not be known for some time and the test is the first of many required steps.

After the results for the test are finalized by Western Water and Associates (WWAL) they will be delivered to Mill Bay Water District for review. Once the review is completed by MBWD, the technical assessment and engineering design review will be undertaken to determine the feasibility of MBWD acceptance of the new well (aka the Brentwood B-Field well). Apart from the well pump-test results and engineering/construction hurdles, multiple other steps including a well monitoring plan must be completed.

We can inform the CVRD that the Handy Road development does not have the required supply of water for domestic or fire flow requirements at this time as would be supplied by MBWD current infrastructure

Organization: Malahat Nation
Name/Title: Gordon Harry, Malahat Nation Chief
Comments:
See attached letter.

Date of Response: no date provided (letter submitted February 2026)
Level of Support: Support



Malahat

Malahat Nation

110 Thunder Road | Mill Bay, BC | V8H 1B8

Tel: (250) 743-3231 | Fax: (250) 743-3251

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Cowichan Valley Regional District

175 Ingram Street, DUNCAN BC V9L1N8

Re: Letter of Support for Proposed Development at Handy Road

Dear Members of the Cowichan Valley Regional District:

On behalf of the Malahat Nation, I am writing to express our support for the proposed development at Handy Road. The Malahat Nation and the development proponent are currently finalizing a Memorandum of Understanding (MOU) that will formalize our collaborative relationship and establish protocols for ongoing engagement regarding this project.

We understand that concerns have been raised about the Malahat Nation's position on this development, particularly regarding water resource management. We wish to clarify that while we have raised important questions about water availability and sustainability, these concerns are not specific to the proposed development at Handy Road. Rather, they reflect our broader, ongoing concerns about water resource management across the entire region.

The Malahat Nation takes our responsibility as stewards of the land and water resources in our traditional territory seriously. Water is fundamental to our cultural practices, environmental values, and the well-being of our community. As such, we maintain a consistent position on the need for careful water resource planning and management across all developments in the region, not just this particular project.

The Malahat Nation recognizes the critical need for housing in our region, including diverse housing options that serve families, seniors, and individuals at various income levels. This proposed development will meaningfully address the housing shortage while providing a range of housing types to meet the varied needs of our growing community. We appreciate that the Purdey Group has designed this project with consideration for creating inclusive and sustainable housing opportunities.

It is important to note that the Malahat Nation has established a strong, long-term working relationship with the Purdey Group, the proponent of this development. Over many years, we have successfully partnered with the Purdey Group on numerous projects throughout our territory. These partnerships have been characterized by mutual respect, open communication, and a shared commitment to responsible development that honours our cultural values and environmental stewardship principles. The Purdey Group has consistently demonstrated their willingness to engage meaningfully with our Nation, address our concerns, and work collaboratively to achieve outcomes that benefit both our community and the broader region.



Malahat Nation

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The Malahat Nation is committed to working collaboratively with the development proponent, regulatory agencies, and local governments to ensure that development in our territory proceeds in a manner that respects our rights and interests, protects environmental values, and benefits both our community and the broader region. Our engagement with the Purdey Group on this project has been constructive and respectful, and we look forward to continuing this collaborative relationship.

Therefore, the Malahat Nation confirms its support for the proposed development at Handy Road, with the understanding that water resource concerns will be appropriately addressed through the provincial water licensing process and in accordance with all applicable regulatory requirements.

Should you have any questions or require further clarification regarding our position, please do not hesitate to contact our office.

Sincerely,

Gordon Harry

Chief

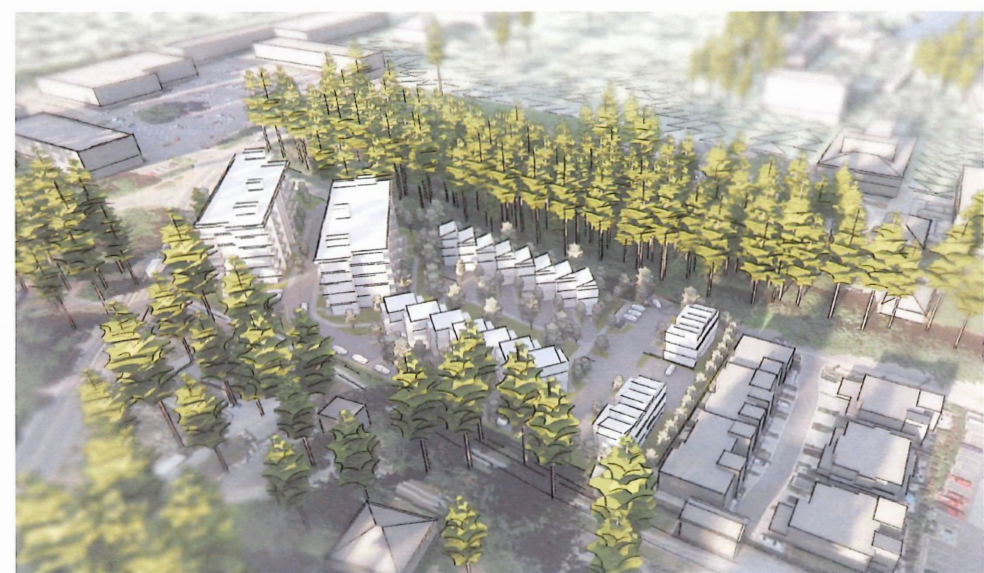
Malahat Nation

List of Drawings

Owner	Architectural	Civil	Survey	MDI
<p>Purdy Group Victoria, BC</p>	<p>D'Ambrosio architecture + urbanism 2660 Jubilee Road Victoria, BC V8T 5K2</p> <p>A0.00 Cover Sheet A0.01 Site Survey & Project Data A1.00 Site Plan A1.01 Subdivision & Phasing Plan A2.00 Site Sections A3.00 Site Elevations A4.00 Shadow Analysis A5.00 Perspective Renders</p>	<p>MOB Engineers 125-662 Gadsden Avenue Langford, BC V9B 6H8</p>	<p>JE Anderson & Associates 4212 Glenford Ave. Victoria, BC V8Z 4B7</p>	<p>MDI Landscape Architects 3155A Terryson Ave. Victoria, BC V8Z 3P6</p> <p>L0.00 Cover L0.02 Tree Removal L0.03 Stormwater Management L1.01 Landscape Materials L2.01 Landscape Grading & Drainage L3.01 Planting</p>



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owned and operated by F&M D'AMBROSIO architect Inc.

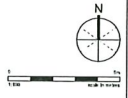


#2324
Mill Bay Development
 740 Handy Rd, Mill Bay B.C.
 Issued for Rezoning Application
 Resubmission



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- GENERAL NOTES:
- Existing site plan information is based on J.E. Anderson & Associates Site Plan, dated June 28, 2012.
 - Building lines are shown for reference only. Refer to the survey and permit report for exact dimensions.
 - Locations of new and/or replacement trees will be determined at the Development Permit Stage.
 - Elevation measurements will be subject to field design of the development permit stage. All measurements will be recorded in the City and County of Transportation and Infrastructure requirements.
 - Proposed subdivision boundaries are preliminary and subject to reference.
 - Building footprints and dimensions are preliminary and subject to reference.
 - Proposed parking subdivision permits to allow for each parcel to be phased separately if required.



1 Site Plan
Scale: 1:250

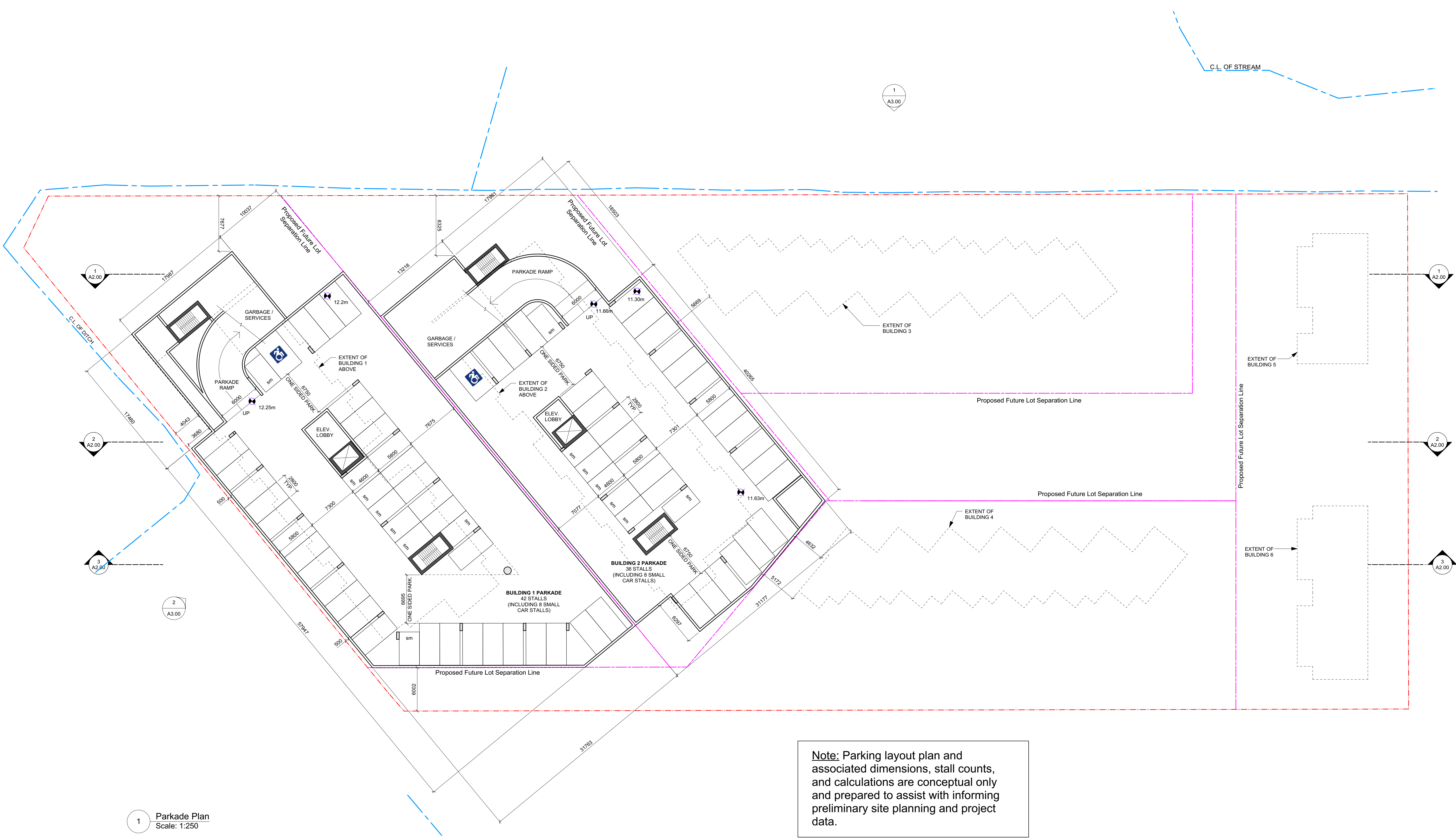
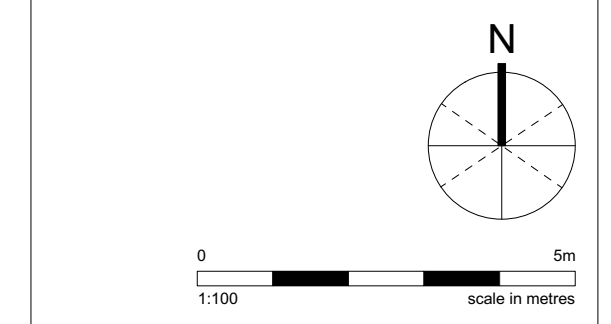
▲	Final Design App. Requirement	2024/08/22
▲	Final Design Application	2024/08/22
rev no	description	date

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project name	740 Handy Rd
street title	Mill Bay, BC
sheet title	Site Plan
project no.	2324
drawing file	
scale	As Noted
drawn by	MJ, ST
date issued	August 22, 2024
sheet no.	A1.00

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- GENERAL NOTES:
- Existing site plan information is sourced from J.E. Anderson & Associates Site Plan, dated June 20, 2022.
 - Existing trees are shown for reference only. Refer to tree survey and arborist report for detailed information.
 - Locations of new and/or replacement trees will be determined at the Development Permit stage.
 - Frontage improvements will be subject to detailed design at the development permit stage. All improvements will be coordinated with CURVD and Ministry of Transportation and Infrastructure requirements.
 - Potential subdivision boundaries are preliminary and subject to refinement.
 - Building footprints and dimensions are preliminary and subject to refinement.
 - Proposed phasing subdivision parcels to allow for each parcel to be phased separately if required.



Note: Parking layout plan and associated dimensions, stall counts, and calculations are conceptual only and prepared to assist with informing preliminary site planning and project data.

1 Parkade Plan
Scale: 1:250

△	Rezoning App. Additional	2024/12/13
△	Rezoning App. Resubmit	2024/08/22
△	Re-Zoning Application	2024/04/12
rev no	description	date

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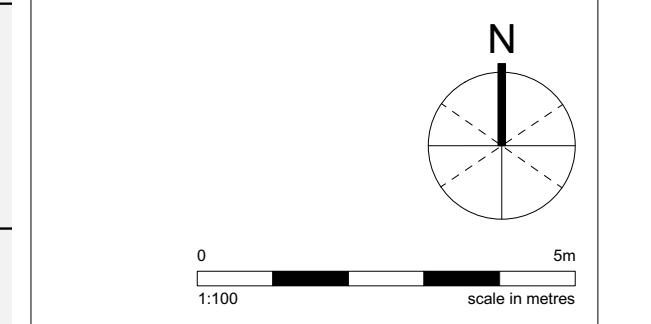
project name
740 Handy Rd
Mill Bay, BC

sheet title
Parkade Plan

project no.	2324
drawing file	
scale	As Noted
drawn by	MJ, ST
date issued	Dec. 13, 2024
sheet no.	A1.02

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 - Proposed subdivision parcels to allow for each parcel to be phased separately if required.



▲	Rezoning App. Additional	2024/12/13
▲	Rezoning App. Resubmit	2024/08/22
▲	Re-Zoning Application	2024/04/12

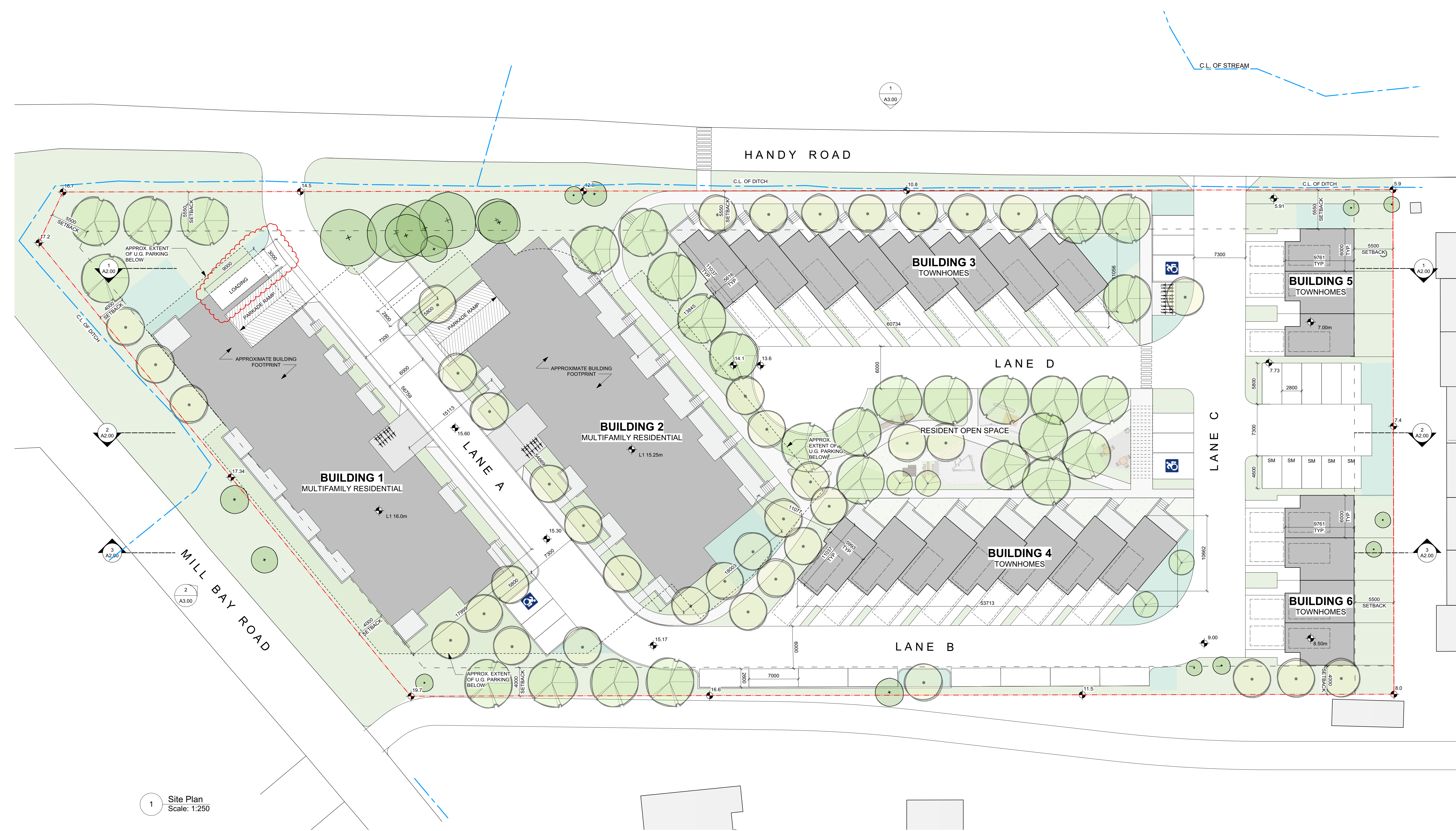
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project name
740 Handy Rd
 Mill Bay, BC

sheet title
Site Plan

project no.	2324
drawing file	
scale	As Noted
drawn by	MJ, ST
date issued	Dec. 13, 2024
sheet no.	A1.00



1 Site Plan
 Scale: 1:250



740 HANDY ROAD, MILL BAY

Parking Study

A handwritten signature in black ink that reads "Jason".

Jason Yuen, EIT
Transportation Engineer-in-Training

Author

A handwritten signature in blue ink that reads "Tania Wegwitz".

Tania Wegwitz, RPP, MCIP
Vice President, Transportation

Reviewer

Prepared For: Purdey Group of Companies
Date: July 7, 2025
Our File No: 3927.B01

WATT VICTORIA
302 – 740 Hillside Ave
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250-388-9877



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1.0 INTRODUCTION

Watt Consulting Group Ltd. (WATT) was retained by the Purdey Group of Companies to conduct a parking study for the proposed mixed-use development at 740 Handy Road in Mill Bay, BC within the Cowichan Valley Regional District (CVRD) – Electoral Area A. The proposed development will include multi-family and townhouse residential (including potentially both rental and strata units). The purpose of this study is to determine the total parking demand for the subject site compared to the proposed supply.

1.1 Subject Site

The site is located at 740 Handy Road in the Cowichan Valley Regional District (see **Figure 1**) and nearby the Mill Bay Marina. The site is currently zoned as R-3: Village Residential 3 Zone and R-3A: Village Residential 3A Zone.



Figure 1. Subject Site



1.2 Policy Context & Site Characteristics

To support the parking analysis and recommendations, a summary of the services and transportation options available in the vicinity of the site is provided in the following sections, accompanied by an overview of the CVRD Official Community Plan (OCP) for the Electoral Areas Bylaw No. 4270¹ and other community policies relevant to sustainable transportation and parking demand management.

1.2.1 Planning & Policy Context

The CVRD's Official Community Plan for the Electoral Areas was adopted in 2021 and supports multi-modal transportation. Goal 5 – Manage Infrastructure Sustainably includes the following objectives:

- 17: Conduct ongoing identification of specific community roads and roadside pathways to support multi-modal transportation.
- 19: Support equitable investments in infrastructure and supporting transportation services to improve transportation accessibility to all population segments.

The following policy is also included under Goal 5:

- 6: The CVRD Board supports the development of a regional transportation plan to improve intermodal coordination and safety of all travel modes.

The CVRD also adopted a Regional Active Transportation Plan² in 2023 that identifies priority active transportation improvements. One of the key components of this plan is to develop an eastern active transportation route to connect the communities of Chemainus, Crofton, Maple Bay, Cowichan Bay, Cobble Hill, Shawnigan Lake, and Mill Bay. The section of Mill Bay Road adjacent to Handy Road and the subject site and extending to the Mill Bay Ferry Terminal 5.5 km south is part of this proposed route.

¹ Cowichan Valley Regional District (2021). Official Community Plan for the Electoral Areas Bylaw No. 4270. Available online at: <https://www.cvrld.ca/DocumentCenter/View/102801/2023-10-11-Official-Community-Plan-for-the-Electoral-Areas-2021>

² Cowichan Valley Regional District (2023). CVRD Regional Active Transportation Plan. Available online at: <https://www.cvrld.ca/DocumentCenter/View/108408/2023-CVRD-Regional-Active-Transportation-Plan-Report->



1.2.2 Services

The proposed development is nearby the Mill Bay Marina Boardwalk and Boat Launch, where there is also a restaurant (Bridgemans Bistro) and canoe/kayak store. It is about 550 m or a 9-minute walk from the Mill Bay Shopping Centre, which provides a variety of services including a grocery store, pharmacy, post office, financial institutions, library, restaurants, and liquor store. Recreational opportunities in the area include Mill Bay Community Wharf (1 km / 15-minute walk), Hollings Creek Park (2.0 km / 32-minute walk) and Kerry Park Recreation Centre (2.2 km / 32-minute walk), as well as several beach accesses. The closest school is Brentwood College School (1.1 km / 17-minute walk), with the closest public schools being a larger distance away: Frances Kelsey Secondary School (2.0 km / 31-minute walk), and George Bonner Elementary School (2.6 km / 40-minute walk).

1.2.3 Transit

The closest bus stop is located 500 m / an 8-minute walk from the subject site, in the Mill Bay Shopping Centre. It is serviced by Routes 8 and 9, which travel between Mill Bay, Shawnigan, Cobble Hill, Cowichan Station, Duncan, Cowichan Bay, Valley View, and Telegraph Hutchinson. These routes are summarized below:

- **Route 8** has 1- to 2-hour frequency on weekdays between about 8:00 am and midnight. On weekends, it runs 2 to 3 times per day between 9:30 am and 5:00 pm.
- **Route 9** has 2- to 4-hour frequency on weekdays between about 6:30 am and 11:30 pm. It runs 2 to 3 times per day on Saturdays (between 8:30 am and 7 pm) and once on Sundays, at midday.

Additionally, the subject site is 1 km / a 17-minute walk from bus stops for Routes 66 and 99, at Deloume Rd and Lodge Pole Rd. These routes provide interregional service between the Cowichan Valley and Victoria and are summarized below:

- **Route 66 Cowichan-Victoria Express** has 4 morning trips (to Victoria) and 4 afternoon trips (to Duncan) on weekdays, as well as 3 trips in each direction on weekends.
- **Route 99 Shawnigan Lake-Victoria Express** has 2 morning trips (to Victoria) and 2 afternoon trips (to Shawnigan Lake) on weekdays only.



Furthermore, the Cowichan Valley Transit Future Action Plan (2023)³ identifies transit improvements that are relevant to the proposed development. These include introducing a non-commuter trip on Route 66, as well as redesigning South Cowichan routes – including Routes 8 and 9 – with focus on “improving service frequency, reducing trip times, and ensuring that there is enough coverage in the area.”

1.2.4 Walking

The subject site has a Walk Score of 50, which indicates that some errands can be accomplished on foot.⁴ However, there are currently no sidewalks on Handy Road or Mill Bay Road, where narrow off-street shoulders are currently the only pedestrian facilities. The section of Deloume Road east of the Trans-Canada Highway has sidewalks on both sides, but the section west of the highway does not. There are crosswalks at key intersections, including Mill Bay Road & Deloume Road and the Trans-Canada Highway & Deloume Road. However, as noted in Section 1.2.1, an eastern active transportation route is planned in proximity to the subject site which may improve pedestrian access.

1.2.5 Cycling

The Bike Score of the proposed development is 19, indicating that there is minimal bike infrastructure in the area. There are currently no cycling facilities along Handy Road or Mill Bay Road. Similar to the outlook for walking improvements, the future planned eastern active transportation route would improve bicycle access.

³ BC Transit (2023). Cowichan Valley Transit Future Action Plan. Available online at: <https://www.bctransit.com/wp-content/uploads/376/883/Cowichan-Valley-Transit-Future-Action-Plan.pdf>

⁴ More information about the Walk Score can be found online at: <https://www.walkscore.com/score/740-handy-rd-mill-bay-bc-canada>



2.0 PROPOSED DEVELOPMENT

2.1 Land Use

The proposed development consists of a residential development in a mix of multi-family apartment buildings and townhomes. While the unit count is not finalized, the proposed development is anticipated to include between 122 to 139 units across two multi-family apartment buildings and 22 townhouse units across four buildings. These new uses will be integrated into the existing large site that also currently holds 14 parking spaces that were added to supplement parking from the nearby Marina site when outdoor space at the Bistro became enclosed. Due to the previous inclusion of these spaces on the subject site and because the Marina area in general typically has high use in the peak summer season, this analysis of the development is also considering implications and potential synergies with the Marina and the restaurant.

2.2 Parking Supply

2.2.1 Proposed Residential Vehicle Parking

For the multifamily residential buildings, the proposed development is proposing 108 parking spaces, inclusive of 30 at-grade parking spaces and 78 underground parking spaces.

For the townhomes, the proposed development is currently proposing two tandem parking spaces directly in front of each unit, for a total of 44 parking spaces.

2.2.2 Proposed Residential Bicycle Parking

While not required through existing CVRD bylaw, the development is currently considering provision of bicycle parking spaces as one of the Transportation Demand Management (TDM) measures, at a rate of 1 space per unit.

2.2.3 Existing Marina & Bistro Parking

As documented in previous analysis provided for the site, the existing Marina and Restaurant share an off-street parking lot, with a total vehicle parking supply of 44 spaces at the Marina site and not including the provisional 14 offsite spaces located on the subject site at 740 Handy Road.



3.0 PARKING REQUIREMENT

The off-street parking requirements that apply to the development are specified in the CVRD South Cowichan Zoning Bylaw No. 3520, 2012. Off-street loading requirements were not reviewed as part of the scope of the parking study. The land-use and building classification categories used to calculate the requirements are shown in **Table 1**.

Table 1: Parking Bylaw Classification and Requirement

Land Use	Parking Type	Use	Bylaw Section	Bylaw Language
Residential	Vehicle Parking	Multi-Family Apartment Building and Townhomes	Section 7.1: Multiple unit dwelling	1 space per bachelor dwelling unit; 1.5 spaces for each 1 and 2 bedroom dwelling unit; 1.75 spaces for each 3 bedroom dwelling unit; 2 spaces for each dwelling unit with 4 or more bedrooms; and in all cases, 2 or more required spaces may be in tandem if the parking area is separate for each dwelling unit
	Bicycle Parking	Multi-Family Apartment Building and Townhomes	Section 7.15	All commercial developments requiring at least 5 parking spaces shall have a bicycle rack capable of accommodating at least 4 bicycles.

3.1 Vehicle Parking Requirements

3.1.1 Multi-Family Apartment Buildings

As the unit mix in the multi-family residential buildings has yet to be finalized, it has been assumed for the purpose of calculating the parking requirements. **Table 2** shows the assumed unit mix breakdown for each of the unit types for the multi-family residential components of the site.



Table 2: Assumed Apartment Unit Mix Breakdown

Use	Unit Type	Percentage Breakdown	Number of Units	
			Lower Range	Upper Range
Multi-Family Apartment Building	Studio / Bachelor	30%	37	42
	1-Bedroom	40%	49	55
	2-Bedroom	20%	24	28
	3-Bedroom	10%	12	14
	4-Bedroom	0%	0	0
Total		100%	122	139

Based on this unit breakdown, the proposed multi-family apartment buildings would require between 168 to 192 vehicle parking spaces, depending on the final unit count and the unit mix, equivalent to an average rate of 1.38 vehicle parking spaces per unit. Compared to the proposed parking supply of 108 vehicle parking spaces—which equates to a proposed supply of 0.78-0.89 spaces per unit depending on unit count—the development falls short of the parking requirements by between 60 to 84 vehicle parking spaces. **Table 3** summarizes the vehicle parking requirements and proposed supply for the apartment buildings.



Table 3: Apartment Vehicle Parking Requirement and Provision

Use	Unit Type	Number of Units		Bylaw Requirement		Proposed Parking Supply	Difference	
		Lower Range	Upper Range	Lower Range	Upper Range		Lower Range	Upper Range
Apartment	Studio / Bachelor	37	42	37	42	108	-82	-106
	1-Bedroom	49	55	74	83			
	2-Bedroom	24	28	36	42			
	3-Bedroom	12	14	21	25			
	4-Bedroom	0	0	0	0			
Total		122	139	168	192	108	-60	-84
Parking Supply per Unit				1.38	1.38	0.78-0.89		

3.1.2 Townhomes

The proposed development includes 22 townhome units. While unit mix is not confirmed, it is anticipated that the townhomes would primarily be comprised of three-bedroom units. Even if all units were four or more bedrooms this would translate into a maximum parking requirement of 44 vehicle parking spaces. Compared to the proposed combined parking supply of 44 vehicle parking spaces, the townhome portion of the development therefore meets or exceeds the parking requirements (depending on final unit mix). **Table 4** summarizes the vehicle parking requirements and proposed supply for the townhomes.

Table 4: Townhouse Vehicle Parking Requirement and Provision

Use	Number of Units	Requirement	Parking Supply	Difference
Townhouse	22	≤44	44	Requirement met or exceeded (depending on unit mix)

3.2 Bicycle Parking Requirements

There are no bicycle parking requirements for residential uses based on the Zoning Bylaw.



4.0 PARKING TREND

A review of the off-street vehicle parking requirements for multi-family apartment units at comparable local governments was conducted. This review included the Town of Lake Cowichan, the District of Lantzville, the District of North Cowichan, the Town of Ladysmith and electoral areas of the Capital Regional District (Salt Spring Island) and Regional District of Nanaimo. **Table 5** shows the off-street vehicle parking requirements of multi-family apartment units between the four municipalities and compares the number of required vehicle parking if they were applied to the subject site.

Table 5 : Parking Requirement Comparison

Municipality	Use	Bylaw Section	Bylaw Language	Parking Requirement	Last Updated
Town of Lake Cowichan	Multi-Family Apartment Building	Town of Lake Cowichan Zoning Bylaw Number 1055-2021, Schedule 'B' Parking Spaces, Table B-1: Dwelling units; apartment	0.75 per bachelor unit; 1 per 1-bedroom unit; 1.0 per 2-bedroom unit	113-129	November 26, 2024
District of Lantzville		District of Lantzville Zoning Bylaw No. 180, 2020, Section 2.6.1: Housing, Apartment	Minimum of 1 per bedroom, up to a maximum of 2 per unit	158-181	June 26, 2024
District of North Cowichan		District of North Cowichan Zoning Bylaw 1997, No. 2950, Section 21: Residential, Multiple Family Residential, Apartment	1.5 spaces per dwelling unit	183-209	May 7, 2025



		containing five or more dwelling units or more than one residential building			
Town of Ladysmith		Town of Ladysmith Zoning Bylaw 2014, No. 1860, Table 8.1: Residential, Dwelling Unit	1 per dwelling unit	122-139	March 3, 2025
Salt Spring Island		Salt Spring Island Local Trust Committee Land Use Bylaw No. 355, Section 7, Table 3: Multi-family dwelling, except for senior's Housing Facilities	1.25 per unit	153-174	February 28, 2025
Regional District of Nanaimo Electoral Areas A, C, E, G and H		Regional District of Nanaimo Bylaw No. 2500, Section 3.22 (d): Multi-family dwellings	Bachelor: 1 per dwelling unit; 1 bedroom: 1.25 dwelling unit; 2 bedroom: 1.50 per dwelling unit; 3 or more bedrooms: 2 per dwelling unit	158-181	N/A



Compared to the six local governments above, the applicable bylaw at the subject site would put it approximately in the middle. However, it is noted that several of the communities (Lake Cowichan, Ladysmith, Salt Spring Island, North Cowichan) have recently updated their bylaws and present lower requirements. For instance, the Town of Lake Cowichan recently amended their on-site vehicle parking requirement in the Zoning Bylaw from a minimum of 1.5 vehicle parking spaces to 1 space per two-bedroom unit, showing a recent trend in comparable municipalities.

Other municipalities in BC also see recent bylaw amendments to reduce the vehicle parking requirement in combination with a TDM plan. For instance, following the removal of off-street vehicle parking requirement for residential uses as part of the provincial legislation on Transit-Oriented Area (TOA), the District of Saanich has adopted amendments to its Zoning Bylaw that removes minimum parking requirements for multi-family residential buildings with more than 12 dwelling units. Instead, this new bylaw sets a parking maximum of 1.5 vehicles per unit in those cases, along with the provision of TDM measures that are stated based on location of the development. This aligns with a trend of gradually lowering the off-street parking requirements across the province. While it is more pronounced in urban areas, similar shifts are also occurring in more rural areas, particularly those with access to transit and nearby services which is the case in both the Town of Lake Cowichan and the Mill Bay area of the subject site.

While it is recognized that the site characteristics and the land use context vary, consideration of parking allocation in alignment with projected demand may also ultimately support the CVRD's Vision in the OCP, which states "to manage the coming period of regional growth and economic transition while ensuring a sustainable future and adapting effectively to climate change."



5.0 EXPECTED PARKING DEMAND

Vehicle parking demand for the proposed development is estimated to evaluate whether the proposed parking supply can accommodate the forecasted demand. **As the proposed provision of parking for the townhomes is expected to either meet or exceed requirements, the residential portion of the analysis only focusses on the proposed multi-story multi-family buildings.** An evaluation of demand for the nearby Marina and Restaurant uses was also included to address how parking in the neighbourhood might function together, specifically with respect to the grandfathered parking spaces.

All calculations are rounded as per the Zoning Bylaw.

5.1 Residential Demand

5.1.1 Residents

To estimate the expected parking demand for the residents in the multi-family apartment buildings, vehicle ownership data maintained by the Insurance Corporation of British Columbia (ICBC) was obtained for seven proxy multi-family apartment buildings, capturing the number of registered vehicles associated with the building's address as of December 31, 2023. These proxy sites are comparable to the proposed development and are expected to have representative parking demand. A summary of the proxy sites and their vehicle ownership characteristics for multi-family apartment buildings are provided in **Table 6**.

The average parking demand rate across the four proxy multi-family apartment buildings under the strata tenure is 0.90 spaces per unit. Applying to the proposed development, if all the apartment units are strata units, this results in an expected parking demand of between 110 to 126 spaces, depending on the final unit count.

For the same housing type but under the rental tenure, the average parking demand rate across the three proxy sites is also 0.90 spaces per unit, which would also result in an expected parking of between 110 to 126 spaces if all the apartment units are rental unit, depending on the final unit count.

Therefore, the expected parking demands above cover the maximum and minimum parking demand depending on the final tenure mix. **For any unit mix of strata and rental units, the expected parking demand is 0.90 spaces per unit, or between 110 to 126 spaces depending on the final mix of unit sizes.**



Table 6: Residential Apartment Proxy Sites – Vehicle Ownership

Address	Community	Tenure	Unit Count	Registered Vehicles	Parking Demand Rate (vehicles/unit)
2777 Barry Road	Mill Bay	Strata	36	32	0.89
6609 Goodmere Road	Sooke	Strata	34	37	1.09
6591 Lincroft Road	Sooke	Strata	33	32	0.97
1820 Maple Avenue South	Sooke	Strata	29	19	0.66
Arithmetic Average					0.90
385 Davis Road	Ladysmith	Rental	28	21	0.75
1970 Fitzgerald Avenue	Courtenay	Rental	131	144	1.10
155 Moilliet Street	Parksville	Rental	74	63	0.85
Arithmetic Average					0.90

5.1.2 Residential Visitors

While the applicable Zoning Bylaw to the subject site does not have off-street vehicle parking requirements for residential visitors, when estimating expected residential parking demand for the site based on ICBC vehicle ownership, it is useful to consider visitor parking demand.

Findings from studies conducted by WATT Consulting Group have reported visitor parking in the range of 0.05 to 0.10 across various geographical regions including Greater Victoria, Nanaimo, Duncan, and the Comox Valley. These observations are similar to a study conducted by Metro Vancouver concluded that typical visitor parking demand is less than 0.1 vehicles per unit⁵. This indicates that visitor parking demand is not strongly influenced by geographic location. Applying a rate of 0.1 stalls per unit to

⁵ Metro Vancouver. (2012). The Metro Vancouver Apartment Parking Study, Technical Report. Available online at: https://www2.gov.bc.ca/assets/gov/housing-and-tenancy/tools-for-government/uploads/metro_apartment_parking_study_technical_report.pdf



the subject site results in **12-14 visitor parking stalls** of demand (12.2 – 13.9 rounded) depending on the final mix of unit sizes.

5.2 Marina & Restaurant

The peak demand for marinas is expected to occur during the summer months. To estimate the expected peak parking demand for the existing marina and restaurant, the parking utilization data at representative sites during summer months were used. Observations were conducted at two representative sites near Nanaimo. These representative sites share similar characteristics to the Mill Bay Marina site, in that they each have both a marina and a restaurant on-site. The observations were conducted on the Saturday of the BC Day long weekend, August 3rd, 2024, between 7:00am-9:00am to capture fishing use, and between 12:00pm-2:00pm to capture pleasure use. **Table 7** summarizes the parking utilization at these representative sites and parking demand rate per slip.

Table 7: Marina Proxy Sites – Parking Utilization and Demand Rate

Site	Number of Slips	Restaurant Floor Area	Time	Parking Capacity	Parked Vehicles	Parking Demand Rate (vehicles/slip)
Fairwinds Marina (& Nanoose Bay Café)	249	1,100m ²	AM	141	93	0.37
			PM		115	0.46
Deep Bay Marina (& Ship and Shore Restaurant)	137	353m ²	AM	75	72	0.53
			PM		75	0.55
Average						0.48
<p>The Mill Bay Marina has a total of 91 slips and an on-site vehicle parking capacity of 44 spaces, not including the 14 additional grandfathered spaces offsite at the subject site. The restaurant at the subject site (Bridgemans Bistro) has a floor area of 311m².</p>						

The average parking demand rate across the representative sites is 0.48 vehicles per slip. Applying to the subject site, which has 91 slips, this results in a parking demand of 44 spaces.

The estimated parking demand for the marina and restaurant matches the existing parking supply on-site for both uses. Therefore, the existing off-street parking supply is adequate for the marina and the restaurant on-site.



A parking survey of the Mill Bay Marina site was undertaken. The survey conducted observations on the parking occupancy on Friday August 9th and Saturday August 10th, 2024, between 12:30pm-2:30pm and 5:00pm-7:00pm which were the peak demand periods for the restaurant. The observations found that 44 parking spaces at the main parking lot were fully occupied, and the overflow parking lot was occupied by between four to nine vehicles throughout the observation period. The findings have concluded that the marina and the restaurant are reliant on the overflow parking lot. However, the applicant later confirmed that the vehicles parked at the overflow parking lot can be attributed to the office personnel working at the 740 Handy Road site at the time and are not visitors to the marina and the restaurant.

Therefore, the demand rate of 0.48 vehicles per slip stands and is in line with the previous findings. This means that the combined total of 44 parking spaces on site at the Mill Bay Marina would be typically sufficient to meet parking demand from both the marina and restaurant even during the summer peak. As the offsite overflow lot has typically not been used for this purpose—potentially because it is up a hill and not within site of the Marina—it is estimated that the potential replacement of these 14 overflow spaces by the redevelopment of the subject site would have little effect on parking at the marina and restaurant site.



5.3 Summary of Baseline Parking Demand

The estimated parking demand for the apartment buildings at the proposed development as per the analysis is between 122 to 144 vehicle parking spaces, depending on the mix of unit types. This is based on a recommended demand rate of 0.90 parking spaces per unit for residents plus 0.10 spaces per unit for visitors, **for a combined demand rate of 1.0 spaces per unit**. As a result, the proposed parking supply of 108 parking spaces falls short of the forecasted parking demand by between 14 to 32 spaces.

Table 8 summarizes the forecasted vehicle parking demand and the proposed provision for the development.

Table 8: Baseline Vehicle Parking Demand and Supply

Land Use		Baseline Parking			Proposed Parking Supply (No. of Spaces)	Difference	
Use	Tenure	Demand Rate (vehicles/unit)	Demand (No. of Spaces)			Lower Range	Upper Range
			Lower Range	Upper Range			
Residential Apartment	Strata	0.90	110	126			
	Rental	0.90					
Residential Visitor		0.1	12	14			
Total			122	140	108	-14	-32

To mitigate the difference between number of parking spaces and expected demand, the proponent may wish to consider a combination of increasing the proposed parking supply closer to the projected demand of 1.0 spaces per unit and/or Transportation Demand Management measures outlined in the next section.



6.0 TRANSPORTATION DEMAND MANAGEMENT

Transportation Demand Management (TDM) is the application of strategies and policies to influence individual travel choice and reduce vehicle travel. A TDM review was conducted to identify appropriate measures to reduce the development’s anticipated parking demand.

6.1 Secured Bicycle Parking (+ Options for Electric and Non-Standard Bikes)

It is recommended that the applicant provide secured bicycle parking. This would support a 5% reduction in vehicle parking demand for residents of the apartment units. The provision of bicycle parking spaces can satisfy potential bicycle demand of the residents in the present and future. Three of the comparable municipalities discussed in **Section 4.0** have a bicycle parking requirement on multi-family residential units. **Table 5** shows the off-street bicycle parking requirement at the comparable municipalities.

Table 5: Bicycle Parking Requirement at Comparable Municipalities

Municipality	Use	Bylaw Section	Bylaw Language
Town of Lake Cowichan	Multi-Family Apartment Building	Town of Lake Cowichan Zoning Bylaw Number 1055-2021, Schedule ‘B’ Parking Spaces, Table B-3: Multi-unit Residential	Long Term: 1 space per unit Short Term: One 6 space rack at entrance
District of Lantzville		District of Lantzville Zoning Bylaw No. 180, 2020, Section 2.6.5: Apartment	Long Term: 1 per dwelling unit Short Term: 1 per 5 dwelling unit
District of Sooke		Sooke Zoning Bylaw, 2013, Section 4.10: Residential multi-family	1 space per residential unit (80% Long Term, 20% Short Term)

In reference to the bicycle parking requirements at these municipalities, it is recommended that the applicant provide 1 long-term bicycle parking space per apartment unit.

Depending on the final unit count, a provision of between 122 to 139 bicycle parking spaces would support a 5% reduction, or between 5 to 6 vehicle parking spaces.

If further TDM measures are required to meet the expected demand, it is recommended that the proponent explore adding further secure bike spaces, including the opportunity



to provide energized space for electric bikes (e-bikes) as well as oversized space for non-standard bikes.

Non-standard bicycles are longer, wider, and heavier than a typical bicycle, which makes them more challenging to park than a regular bike. While typically electrified, non-standard bikes include tricycles, electric cargo bikes, and bicycles with trailers. Due to their size, they require different parking configurations. As electric bicycles and other non-standard bikes become more commonplace, it will be important that new developments provide the appropriate bicycle parking to facilitate the secure and convenient storage of these bicycles.

Non-standard bicycles typically have increased carrying capacity for cargo and/or multiple passengers. These types of bikes can be a popular option for young families and those without access to a vehicle as they can be used to accomplish a variety of tasks. They can be as long as 3.0 m and as wide as 0.9 m. A figure has been included below to illustrate the dimensions of different non-standard bicycles.

While outside of the CVRD, the Capital Region Local Government Electric Vehicle + Electric Bike Infrastructure Planning Guide⁶ includes e-bike parking design guidelines to help address the concerns of current and prospective e-bike owners. The e-bike parking design guidelines include three key recommendations: (1) that all e-bike parking spaces be in a secure location (2) that 50% of the long-term bike parking spaces have access to an 110V wall outlet and (3) 10% of the spaces be designed for non-standard bicycles.

If the applicant was to provide additional standard bike parking, typically **a further 2% reduction in parking demand is supported for every 10% additional parking spaces added**. If at least 50% of the long-term bicycle parking spaces were provided with direct access to an 110V wall outlet to help facilitate charging for current and/or prospective e-bike owners, and 10% of the long-term spaces as non-standard bicycle parking spaces, **a further 3% reduction would be supported**.

⁶ WATT Consulting Group. (2018). Capital Region Local Government Electric Vehicle + Electric Bike Infrastructure Backgrounder. Available online at: https://www.crd.bc.ca/docs/default-source/climate-action-pdf/reports/electric-vehicle-and-e-bike-infrastructure-backgrounder-sept-2018.pdf?sfvrsn=a067c5ca_2



6.2 Carsharing

Carsharing programs are an effective way for people to save on the cost of owning a vehicle while having access to a convenient means of transportation. Many local governments have supported carsharing programs and their expansion due to their documented ability to reduce household vehicle ownership and parking demand.

Unfortunately, while both Modo and Evo car sharing services operate in the nearby Capital Regional District, they do not yet operate within the CVRD.

Information is included here regarding car sharing in case it is something that the applicant wishes to explore with a car sharing service. The estimated parking reduction impact of carsharing depends on how many vehicles and memberships are provided. The typical purchase cost of a Modo vehicle is \$55,000 per vehicle and would come with one Modo Plus membership per \$500 spent on the vehicle (~70 memberships). It is also possible to provide additional \$500 non-refundable memberships. The provision of memberships enables residents to access Modo vehicles without paying the up-front membership cost and only pay for usage.

The anticipated parking reduction depends on building tenure and the number of vehicles and memberships provided. However, the reduction would typically be in the order of a 10-15% reduction in parking demand.

7.0 CONCLUSIONS

Based on the current CVRD South Cowichan Zoning Bylaw No. 3520, 2012 and an estimated and unconfirmed unit count and unit mix, the proposed development at 740 Handy Road requires a total of 168 to 192 vehicle parking spaces for the multi-family residential units, depending on the final unit count, and a total of 22 to 44 vehicle parking spaces for the townhome units, depending on the unit mix.

The development proposes a parking supply of 108 vehicle parking spaces for the multi-family apartment units and 44 vehicle parking spaces for the townhome units. For any unit mix, the proposed parking provision for the townhome units will satisfy or exceed the requirements. However, the proposed parking provision for the apartment units does not meet the requirements. The applicant is requesting a variance to reduce the 168 to 192 vehicle parking spaces, or an average rate of 1.38 vehicle parking spaces per unit, that are required under the Zoning Bylaw by 60 to 84 spaces, depending on the final unit count, to the proposed 108 vehicle parking spaces. The proposed parking supply represents an average rate of 0.78 to 0.89 vehicle parking spaces per unit, depending on the final unit count.



A parking demand analysis was conducted for the site and focused on the multi-family residential units since the townhome parking spaces more than meet the requirement. An evaluation of parking demand at the nearby site of the Mill Bay Marina and Bridgemans Bistro restaurant was also conducted since 14 offsite overflow parking spaces were originally placed on the subject site to augment the existing 44 parking spaces at the marina when outdoor restaurant seating was enclosed.

The multi-family residential parking demand analysis used ICBC vehicle ownership data at four representative strata apartment building and three representative rental apartment buildings and found **an estimated demand rate of 0.90 resident vehicles per unit** for both tenures. While the applicable Zoning Bylaw to the subject site does not have off-street vehicle parking requirements for residential visitors, a range of past surveys and studies supports a **visitor vehicle parking demand rate of 0.10 per unit**. Providing designated visitor parking spaces on the site may also reduce potential on-street parking impacts on Handy Road.

Therefore, the estimated total parking demand rate is **1.0 vehicle spaces per unit** for the apartment buildings at the proposed development, or 122 to 144 vehicle parking spaces depending on the mix of unit types. As a result, the proposed parking supply of 108 parking spaces falls short of the forecasted parking demand by between 14 to 32 spaces.

The existing off-street parking for the marina and the restaurant was also reviewed. A parking demand analysis through observations at two representative marina and restaurant sites at peak times during the BC Day long weekend found an estimated total parking demand of 0.48 vehicles per slip. This is equivalent to an expected parking demand of 44 vehicle parking spaces for these two uses at the Mill Bay Marina site, which is directly in line with the number of spaces located on its property. Findings from a separate parking survey of the Mill Bay Marina aligns with this result, with the vehicles parked at the overflow parking lot attributed to the office personnel working at the 740 Handy Road site at the time and are not visitors to the marina and the restaurant.

This means that the combined total of 44 parking spaces on site at the Mill Bay Marina would be typically sufficient to meet parking demand from both the marina and restaurant even during the summer peak. As the offsite overflow lot has typically not been used for this purpose—potentially because it is up a hill and not within site of the Marina—it is estimated that the potential replacement of these 14 overflow spaces by the redevelopment of the subject site would have little impact on parking at the marina and restaurant site itself.



TDM measures are recommended at the proposed development to reduce the estimated parking demand. It is recommended that the applicant provide secure bicycle parking of at least one secure bicycle space per unit, in which case a 5% reduction in parking demand would be supported, or between 5 to 6 vehicle parking spaces. It is also recommended that the applicant explore adding further secured bike space, including the opportunity to provide energized space for electric bikes (e-bikes) as well as oversized space for non-standard bikes. These measures could be combined to further reduce the parking demand.

Alternatively, while a car sharing service is currently not available within the CVRD, the applicant may wish to explore that option with a car sharing organization since that measure could potentially be used to reduce expected parking demand by 10%-15% depending on the number of vehicles and memberships provided.

The implementation of TDM measures (or combination as required) would reduce the parking demand. However, without a definitive unit count and unit mix, the effectiveness of the TDM measures remains unclear. It is recommended that this should be explored further when the unit count and the unit mix are finalized.

8.0 RECOMMENDATIONS

Cowichan Valley Regional District

1. Support the proposed parking supply for the multi-family apartment buildings based on a rate of 1.0 vehicles per unit (which includes 0.1 spaces per unit for visitors) and the suite of TDM measures.

Applicant

1. Increase the proposed supply of vehicle parking for the multi-family apartment buildings to 1.0 spaces per unit, based on 0.90 spaces per unit for residential parking and 0.10 spaces per unit for visitors.
2. Provide bicycle parking spaces at a rate of 1 space per unit.
3. Explore additional TDM measures outlined in Section 6.0 as required to further reduce any outstanding demand to align with the proposed supply.