

**Brandon Shoppers Mall
Redevelopment
Parking Study**

Parking Study



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Sign-off Sheet

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DRAFT

**BRANDON SHOPPERS MALL
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BRANDON SHOPPERS MALL REDEVELOPMENT PARKING STUDY

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1.0 INTRODUCTION

1.1 PURPOSE

The purpose of this parking study was to determine how parking demand observed at the Brandon Shoppers Mall in 2016 compared with parking demand and supply references and to determine if plans for the proposed redevelopment of the Brandon Shoppers Mall included sufficient parking supply.

1.2 BACKGROUND

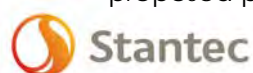
Prior to December 2014, the Brandon Shoppers Mall included a 40,634 ft² Safeway grocery store and a 108,566 ft² Target retail store. By April 2015 both stores had left, and the units they formerly occupied were vacant. The units were vacant when this study was completed in May 2016.

Morguard Investments Ltd. has proposed to redevelop these units, as well as expand another mall unit and develop several pad units in the mall parking lot.

1.3 METHODOLOGY

The parking study was completed using the following methodology:

- Compare the existing parking supply to the parking supply called for in City of Brandon By-Law 6642.
- Observe parking demand on a typical Saturday peak period and a typical weekday peak period.
- Derive parking generation rates per 1,000 ft² using the mall square footage active when the parking demand observations were made in 2016.
- Compare the observed parking generation rates to reference parking generation rates. Investigate causes of discrepancies between the reference rates and the observed rates.
- Compare the parking supply in the proposed development plans to the parking supply required by City of Brandon By-Law 6642.
- Using the reference rates and observed rates, estimate parking demand for the proposed redevelopment.
- Compare the estimated parking demand for the proposed redevelopment with the proposed parking supply and determine if the supply is sufficient.



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Existing Parking Generation
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2.0 EXISTING PARKING GENERATION

2.1 BRANDON SHOPPERS MALL

When the parking counts were conducted the Brandon Shoppers Mall had approximately 178,500 ft² of gross leasable area (GLA) active in the mall, with an additional 39,750 ft² of GLA in the 1,341 seat theatre, for a total GLA of approximately 218,250 ft². The mall had a parking supply of 2,098 parking spaces.

Parking was considered separately for the mall and theatre because of the different times of peak activity for the different uses. Combined parking demand for the mall and theatre was also considered.

2.2 PARKING BY-LAWS

Table 4 in City of Brandon Zoning By-Law 6642 provides minimum parking standards for various land uses. Brandon Shoppers Mall best aligns with the "Commercial Establishments" category, which calls for provision of 1 parking spot per 30.5 m² (328.3 ft²) of floor area in excess of 93 m² (1,000 ft²), with a minimum of 2 spaces provided. This is equivalent to 3.05 parking spots per 1,000 ft². With an existing active mall area of 178,500 ft², the By-Law requires 545 parking spaces.

For theatres By-Law 6642 specifies a minimum of 1 parking spot for each 4 seats. With 1,341 seats at the Theatre, 335 parking spaces should be provided according to the By-Law.

The total parking supply required by the By-Law is 880 parking spaces. The existing parking supply of 2,098 parking spaces exceeds the By-Law minimum by 1,218 parking spaces.

Considering the minimum parking supply (880 parking spaces) called for in the By-Law for the active mall area (178,500 ft²) and the area of the theatre (39,687 ft²) the resulting minimum parking supply rate for the mall and theatre was 4.03 parking spaces per 1,000 ft².

2.3 OBSERVED PARKING GENERATION

Parking counts were counted on Saturday, April 30th, 2016 from 12:00 PM to 7:00 PM and on Tuesday, May 3rd, 2016 from 12:45 PM to 7:30 PM. Since the theatre is physically separated from the rest of the mall and the theatre parking is well defined, parking counts for the theatre were conducted separately from the counts for the rest of the mall.

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2.3.1 Mall Demand

Figure 1 shows the parking counts collected for the mall, with parking demand for the theatre excluded.

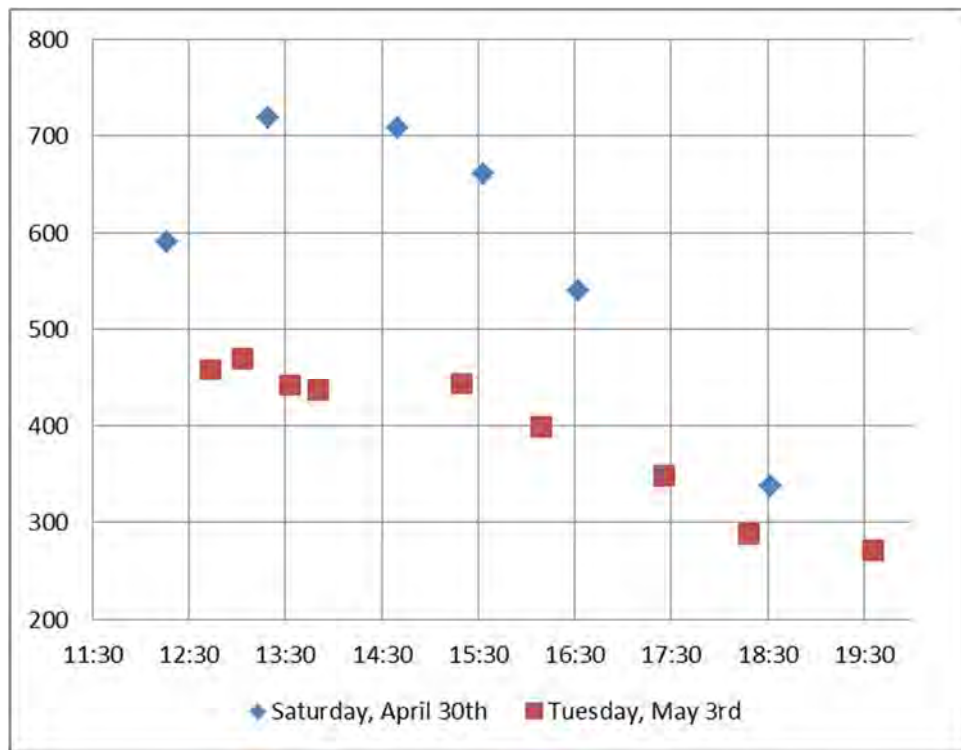


Figure 1: Observed Mall Parking Demand (Theatre Excluded)

The peak Saturday parking demand observed for the mall was 719 vehicles at 1:15 PM. Saturday parking counts decreased slightly to 2:30 PM, and then decreased steadily to 6:30 PM.

With an active floor area of 178,500 ft², the peak Saturday parking demand was 4.03 vehicles per 1,000 ft² GLA.

The peak mall parking count on Tuesday, May 3rd, 2016 was 470 vehicles at 1:00 PM. Parking demand was consistent from 12:45 PM to 3:30 PM, before decreasing steadily to 6:30 PM, and then staying consistent to 7:30 PM.

With an active floor area of 178,500 ft², the peak Tuesday parking demand was 2.63 vehicles per 1,000 ft² GLA.



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2.3.2 Theatre Demand

Figure 2 shows observed parking demand for the theatre.

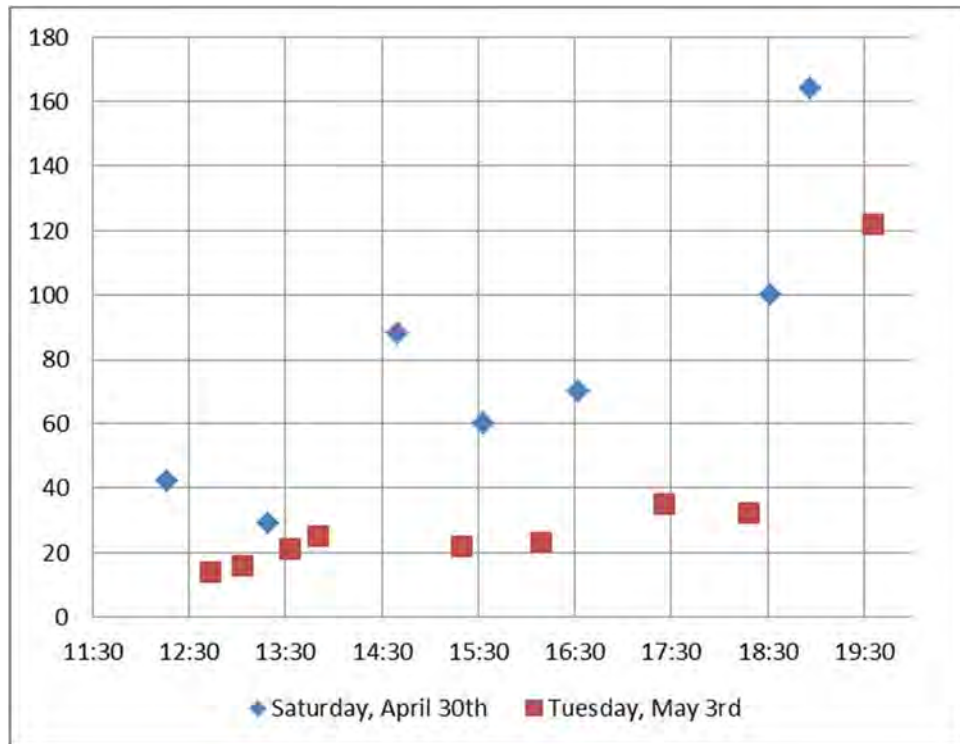


Figure 2: Observed Theatre Parking Demand (Mall Excluded)

The peak Saturday demand was 164 vehicles, observed at 7:00 PM. Demand during the earlier part of Saturday increased from 12:15 PM to 6:30 PM, before increasing quickly to 7:00 PM.

With an active theatre area of 39,750 ft² and 1,341 seats, the peak Saturday parking demand was 4.13 vehicles per 1,000 ft² GLA, or 1 vehicle for every 8 seats.

The peak Tuesday demand was 122 vehicles, observed at approximately 7:30 PM. Demand earlier in the day was consistently between 14 and 35 vehicles, before a large increase from 6:15 PM to 7:30 PM.

With an active theatre area of 39,750 ft² and 1,341 seats, the peak Tuesday parking demand was 3.07 vehicles per 1,000 ft² GLA, or 1 vehicle for every 11 seats.

2.3.3 Total Demand

Figure 3 shows the total parking counts from the theatre and mall.



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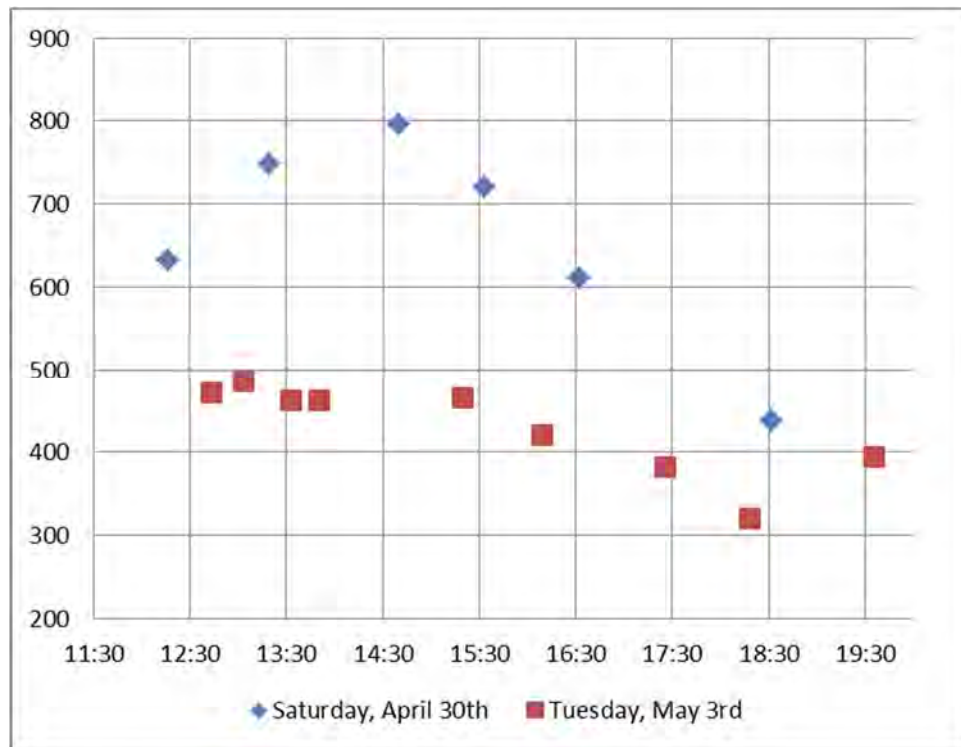


Figure 3: Observed Total Parking Demand

The peak parking demand—including demand from the mall and the theatre—on Saturday was 796 vehicles, at 2:45 PM. Total demand increased from 12:30 PM to the 2:45 PM peak, and then steadily declined to 6:30 PM.

With a total mall area of 218,250 ft² the observed Saturday peak parking demand rate was 3.65 vehicles per 1,000 ft² GLA.

The data from Tuesday May 3rd shows steady demand from 12:30 PM to 3:30 PM with a decline from 3:30 PM to 6:30 PM, and then an increase to 7:30 PM. The peak Tuesday parking demand was 486 vehicles at approximately 1:00 PM.

With the total mall area of 218,250 ft² the observed Tuesday peak parking demand rate was 2.23 vehicles per 1,000 ft² GLA.

2.4 PARKING GENERATION REFERENCE

Parking Generation includes parking generation rates for various land uses observed from parking generation studies across North America from the 1970's to the 2000's.

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The *Parking Generation* land use most representative of the Brandon Shoppers Mall is Land Use 820: Shopping Center. Data for that land use was taken from 197 shopping centers in North America from 1972 to 2008. Some of the source data came from shopping centers with non-retail uses including office space, movie theaters, restaurants, post offices, banks, health clubs, and recreational facilities including indoor skating rinks and mini-golf courses. Additionally, some shopping centers had outparcel units, typically consisting of drive-in banks, retail stores, restaurants, or small offices. Reported parking generation statistics considered data from all sites, and no statistics were provided on the proportion of various uses (retail, restaurant, entertainment, etc.) in the study sites.

Parking data was categorized by December months, and non-December months, Fridays, Saturdays, and non-Friday weekdays. Additional data was provided on the monthly variation in department store sales and shopping center trip generation, as well as the variation in parking generation by hour of day.

Table 1 shows the parking statistics for Land Use 820: Shopping Center.

Table 1: Shopping Center (820) Parking Generation

| Statistic | Saturday (Non-December) Peak Period Parking Demand | Non-Friday Weekday (Non-December) Peak Period Parking Demand |
|---|---|---|
| Peak Period Time | 1:00 PM – 2:00 PM | 11:00 AM – 3:00 PM, 6:00 PM – 7:00 PM |
| Average Peak Period Parking Demand | 2.87 vehicles per 1,000 ft ² GLA | 2.55 vehicles per 1,000 ft ² GLA |
| 85th Percentile | 3.40 vehicles per 1,000 ft ² GLA | 3.16 vehicles per 1,000 ft ² GLA |
| Range | 1.73-4.82 vehicles per 1,000 ft ² GLA | 1.33-5.58 vehicles per 1,000 ft ² GLA |

Recall that the observed Saturday peak parking demand rate from the Brandon Shoppers Mall was 3.65 vehicles per 1,000 ft² GLA. This falls within the range of data in *Parking Generation*, and is slightly higher than the 85th percentile rate. The parking demand rate with the theatre excluded is higher (4.03 vehicles per 1,000 ft² GLA) but still within the range of data.

The observed Tuesday (non-Friday weekday) peak parking demand rate from the Brandon Shoppers Mall was 2.23 vehicles per 1,000 ft² GLA. This falls within the *Parking Generation* range of values, and is slightly below the average demand rate. With the theatre removed from consideration the rate was 2.63 vehicles per 1,000 ft² GLA—slightly higher than average but less than the 85th percentile rate.

2.5 SUMMARY

The existing parking supply exceeded the By-Law minimum requirements by 1,218 parking spaces.



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The observed parking demand rates for the mall (without the theatre), the theatre (without the mall) and the total Brandon Shoppers Mall lead to the following conclusions:

- Peak observed parking demand (with the mall and theatre included) was on Saturday at approximately 2:45 PM. With the theatre excluded, peak mall demand occurred on Saturday at approximately 1:15 PM. With the mall excluded, peak theatre demand occurred on Saturday at approximately 7:00 PM.
- Parking demand was greater on Saturday than on Tuesday.
- Higher peak parking demand rates per 1,000 ft² were observed when considering the mall without the theatre or the theatre without the mall. When the mall and theatre were combined the overall peak parking demand rate decreased. This is reasonable, as combining the mall and theatre gave an increased GLA, but since the two components peaked at different times the overall peak demand did not proportionately increase with the GLA, giving a lower demand rate.

Comparisons of the observed parking demand rates with reference rates led to the following conclusions:

- Brandon Shoppers Mall is best represented by *Parking Generation* Land Use 820: Shopping Center.
- Observed Saturday peak parking rates were greater than the 85th percentile rates from *Parking Generation*, but were within the range of rates in that reference.
- Tuesday observed rates were between the average and 85th percentile rates from *Parking Generation*.

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3.0 FUTURE PARKING GENERATION

3.1 BRANDON SHOPPERS MALL

Proposed redevelopment plans are shown on the attached **SP-100** drawing. Floor areas from drawing **SP-100** were used for calculations of minimum parking supply and estimates of parking demand for the proposed redevelopment.

Table 2 shows the floor areas from drawing **SP-100**, as well as areas for the existing mall configuration, and a previous configuration of the mall with occupancy similar to the proposed configuration.

Table 2: Mall Floor Areas

| Area Type | Previous Configuration | Existing Configuration | Proposed (SP-100) Configuration |
|---|------------------------|------------------------|--|
| Mall | 327,650 | 178,450 | 322,473 |
| Mall Retail | 274,021 | 165,455 | 220,999 |
| Mall Food Court | 12,995 | 12,995 | 12,995 |
| Mall Grocery Store | 40,634 | - | 62,479 |
| Mall Fitness Center | - | - | 26,000 |
| Outparcel – Pad Units | - | - | 13,260 |
| Sit-Down Restaurant Pad Unit | - | - | 8,000 |
| Fast Food Drive-Thru Restaurant Pad Unit | - | - | 5,260 |
| Outparcel – Other | 39,687 | 39,687 | 39,687 |
| Theatre | 39,687 | 39,687 | 39,687 |
| TOTAL | 367,337 | 218,137 | 375,420 |

Table 3 shows the parking supplies included with each configuration.

Table 3: Parking Supplies

| Parking Supply | Previous Configuration | Existing Configuration | Proposed (SP-100) Configuration |
|----------------------|------------------------|------------------------|--|
| Total Parking Supply | 2,098 | 2,098 | 1,898 |

Compared to the previous and existing configurations, the proposed configuration has increased floor area and decreased parking supply.



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3.2 PARKING PROJECTION METHODS

Two methods were used to estimate the required parking supply for the proposed redevelopment:

- Apply the parking minimums from City of Brandon By-Law 6642 to the proposed redevelopment plans. Compare the required minimum parking supply to the parking supply shown on the redevelopment plans.
- Estimate parking demand using the observed parking generation rates for the in-mall components of the redevelopment and using data from *Parking Generation* for the pad units. Since observed demand was greater on Saturday than on Tuesday, parking demand was estimated for Saturday peak conditions. Compare the resulting parking demand to the parking supply shown on the redevelopment plans.

There is uncertainty involved in any projections of future conditions. As a check on the reasonableness of the projections, the projection methods were applied to the previous mall configuration shown in Table 2 and Table 3. The parking supply for that mall configuration was sufficient for the parking demand, so if the projection methods indicate otherwise then the methods can be adjusted, or at least the inaccuracies can be identified.

3.3 PARKING BY-LAWS

3.3.1 Proposed Mall Configuration

Table 4 shows the parking supply minimums from Table 4 of City of Brandon By-Law 6642 that apply to the proposed redevelopment of the Brandon Shoppers Mall. Note that the By-Law minimum for "Eating and Drinking Places" was applied to all of the pad units. Table 4 also shows the resulting parking requirements for each type of land use within Brandon Shoppers Mall.

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Table 4: By-Law Parking Minimums - Proposed Mall Configuration

| Use | Minimum Number of Parking Spaces Required (Rate) | Proposed Configuration (SP-100) Uses | SP-100 Minimum Number of Parking Spaces Required |
|------------------------------|---|--|--|
| Theatres | 1 for each 4 seats | 1,341 seat theatre | 336 |
| Commercial Establishments | 1 for each 30.5 m ² (328.2 ft ²) of floor area in excess of 93 m ² , 2 spaces minimum | 220,999 ft ² mall retail 12,995 ft ² mall food court 62,479 ft ² mall grocery store | 904 |
| Eating and Drinking Places | 1 for each 4 seats or 1 for each 4.6 m ² (49.5 ft ²) of customer service area, whichever is greater, 6 spaces minimum | 13,260 ft ² eat & drink pad units (assume 75% of area is customer service area) | 161 |
| Indoor Recreation Facilities | 5 for each bowling alley or curling sheet, 1 for each 9.2 m ² (99.0 ft ²) of floor area used for recreation, and 1 for each employee | 26,000 ft ² fitness center (assume 75% of area is recreation area), 25 employees | 222 |
| Total | | | 1,623 |

Table 5 shows the comparison between the parking supply required by the By-Law and the proposed parking supply.

Table 5: By-Law Parking Minimums vs Proposed Parking Supply

| Parking Supply | Parking Supply Required (By-Law 6642) | Proposed Parking Supply | Balance |
|----------------------|---------------------------------------|-------------------------|---------|
| Total Parking Supply | 1,623 | 1,898 | 275 |

The total proposed parking supply exceeds the By-Law minimum parking supply by 275 parking spaces.

3.3.2 Previous Mall Configuration

As a comparison, the By-Law parking minimums were applied to the previous mall configuration shown in Table 2. Table 6 shows the parking minimums used and the resulting parking requirements for the previous configuration.



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Table 6: By-Law Parking Minimums - Previous Mall Configuration

| Use | Minimum Number of Parking Spaces Required (Rate) | Uses | Minimum Number of Parking Spaces Required |
|---------------------------|---|--|---|
| Theatres | 1 for each 4 seats | 1,341 seat theatre | 336 |
| Commercial Establishments | 1 for each 30.5 m ² (328.2 ft ²) of floor area in excess of 93 m ² , 2 spaces minimum | 274,021 ft ² mall retail 12,995 ft ² mall food court 40,634 ft ² mall grocery store | 999 |
| Total | | | 1,335 |

Table 7 shows the comparison between the parking supply required by the By-Law and the parking supply in place when the previous configuration was active.

Table 7: By-Law Parking Minimums vs Previous Parking Supply

| Parking Supply | Parking Supply Required (By-Law 6642) | Previous Parking Supply | Balance |
|----------------------|---------------------------------------|-------------------------|---------|
| Total Parking Supply | 1,335 | 2,098 | 763 |

Under the previous mall configuration the total parking supply exceeded the By-Law minimum parking supply by 763 parking spaces.

Compared to the previous mall configuration, the proposed mall configuration involves a 2% increase in total floor area (see Table 2), but a 22% increase in minimum parking supply required (see Table 4 and Table 6). The proposed parking supply still exceeds the By-Law minimum, but the excess is less than with the previous configuration.

3.4 ESTIMATED PARKING DEMAND

3.4.1 Proposed Mall Configuration

Parking demand for the in-mall components of the redevelopment and the theatre was estimated using the observed Saturday peak generation rates. Estimates for the pad units were completed using data from *Parking Generation*. Pad unit parking demand was reduced by 20% to account for shared parking effects.

Table 8 shows the estimates for the in-mall uses and theatre.

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**Table 8: Proposed Configuration Parking Demand Projection –
In-Mall and Theatre Components**

| Area Type | Proposed (SP-100) Configuration Floor Area [ft ²] | Peak Parking Generation Rate (Sat 1:00 PM – 3:00 PM) | Parking Demand Projection [Vehicles] |
|----------------------------|---|--|--|
| Mall Retail | 220,999 | 4.03 | 891 |
| Mall Food Court | 12,995 | 4.03 | 53 |
| Mall Grocery Store | 62,479 | 4.03 | 252 |
| Mall Fitness Center | 26,000 | 4.03 | 105 |
| Mall Subtotal | 322,473 | - | 1,301 |
| Theatre | 39,687 | 2.22 | 88 |
| Theatre Subtotal | 39,687 | - | 88 |
| TOTAL | 362,160 | - | 1,389 |

The in-mall components of the redeveloped mall and the theatre are projected to create parking demand for 1,389 vehicles during the Saturday peak period.

Parking generation from the pad units was estimated using data from *Parking Generation*. The following ITE Land Uses were assigned to the pad units:

- Land Use 932: High-Turnover Sit-Down Restaurant was used for Pads A1 and A2
- Land Use 934: Fast-Food Restaurant with Drive-Thru Window was used for Pad B

Table 9 shows the parking generation estimates for the pad units.

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Table 9: Proposed Configuration Parking Demand Projection – Pad Units

| Use | Area [ft ²] | Assigned ITE Land Use | Sat. Average Peak Period Demand | Estimated Parking Demand [Vehicles] |
|--|-------------------------|--|--|-------------------------------------|
| Sit-Down Restaurant Pad Unit | 8,000 | 932: High-Turnover (Sit-Down) Restaurant | 16.30 vehicles / 1,000 ft ² | 130 |
| Fast Food Drive-Thru Restaurant Pad Unit | 5,260 | 934: Fast-Food Restaurant with Drive-Thru Window | 8.70 vehicles / 1,000 ft ² | 46 |
| TOTAL | 13,260 | | Gross Demand | 176 |
| | | | 20% Reduction | 35 |
| | | | Net Demand | 141 |

After applying a 20% shared parking reduction, the pad units are projected to create demand for 141 parking spaces during the Saturday peak period.

Table 10 shows the comparison between the parking projections and the proposed parking supply.

Table 10: Projected Parking Demand vs Proposed Parking Supply

| Period | Projected Parking Demand | Proposed Parking Supply | Balance |
|----------------------|--------------------------|-------------------------|---------|
| Saturday Peak Period | 1,389 + 141 = 1,529 | 1,898 | 369 |

The projected parking demand was 1,529 vehicles. With this projection the proposed parking supply has excess parking for 369 vehicles during the Saturday peak period.

3.4.2 Previous Mall Configuration

As a comparison, the observed parking demand rates were applied to the previous mall configuration and compared to the parking supply for that configuration. This assumes that the land uses in the previous mall configuration generated parking demand at the same rate per 1,000 ft² GLA as the existing mall uses. Table 11 shows the parking estimates based on the previous mall configuration.

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Table 11: Previous Configuration Parking Demand Estimate

| Area Type | Previous Configuration | Peak Parking Generation Rate (Sat 1:00 PM – 3:00 PM) | Parking Demand Estimate |
|---------------------------|------------------------|--|-------------------------|
| Mall Retail | 274,021 | 4.03 | 1,104.3 |
| Mall Food Court | 12,995 | 4.03 | 52.4 |
| Mall Grocery Store | 40,634 | 4.03 | 163.8 |
| Mall Subtotal | 327,650 | - | 1,321 |
| Theatre | 39,687 | 2.22 | 88 |
| Theatre Subtotal | 39,687 | - | 88 |
| TOTAL | 367,337 | - | 1,409 |

Table 12 shows the comparison between the estimated parking demand for the previous mall configuration and the parking supply for that configuration.

Table 12: Estimated Parking Demand vs Previous Parking Supply

| Period | Estimated Parking Demand | Previous Parking Supply | Balance |
|----------------------|--------------------------|-------------------------|---------|
| Saturday Peak Period | 1,409 | 2,098 | 689 |

Under the previous configuration the parking supply exceeded estimated parking demand by 689 vehicles.

Compared to the previous mall configuration, the proposed mall configuration had a projected 9% increase in mall parking demand, combined with a 10% decrease in mall parking supply. These estimates indicate that at peak times parking will be more utilized than under the previous configuration, but the overall parking supply will still exceed parking demand.

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3.5 SUMMARY

The two methods for estimating future parking supply needs had similar findings. The findings were:

- The total parking supply shown on the redevelopment plans is sufficient for the parking minimums set out in By-Law 6642.
- The proposed parking supply is sufficient for projected parking demand for the redeveloped mall based on Saturday peak period conditions.
- A past configuration of the mall had sufficient parking, so the parking projection methods were used on that configuration to confirm that the methods were giving reasonable results. In all cases the results were found to be reasonable, validating the methods.

DRAFT

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4.0 CONCLUSIONS AND RECOMMENDATIONS

The purpose of this parking study was to determine how parking demand observed at the Brandon Shoppers Mall in 2016 compared with parking demand and supply references and to determine if plans for the proposed redevelopment of the Brandon Shoppers Mall included sufficient parking supply.

The following points describe how observed parking demand compared to parking demand and supply references:

- As outlined in Section 2.2, the existing parking supply for the current configuration of active floor area exceeded the By-Law requirements by 1,218 parking spaces.
- Parking demand was greater during the Saturday peak period than during the Tuesday peak period.
- Parking demand for the mall (excluding the theatre) peaked in the early afternoon, while parking demand for the theatre peaked in the evening.
- Brandon Shoppers Mall is best represented by *Parking Generation* Land Use 820: Shopping Center.
- Observed Saturday peak parking rates were greater than the 85th percentile rates from *Parking Generation*, but were within the range of rates in that reference.
- Tuesday observed rates were between the average and 85th percentile rates from *Parking Generation*.

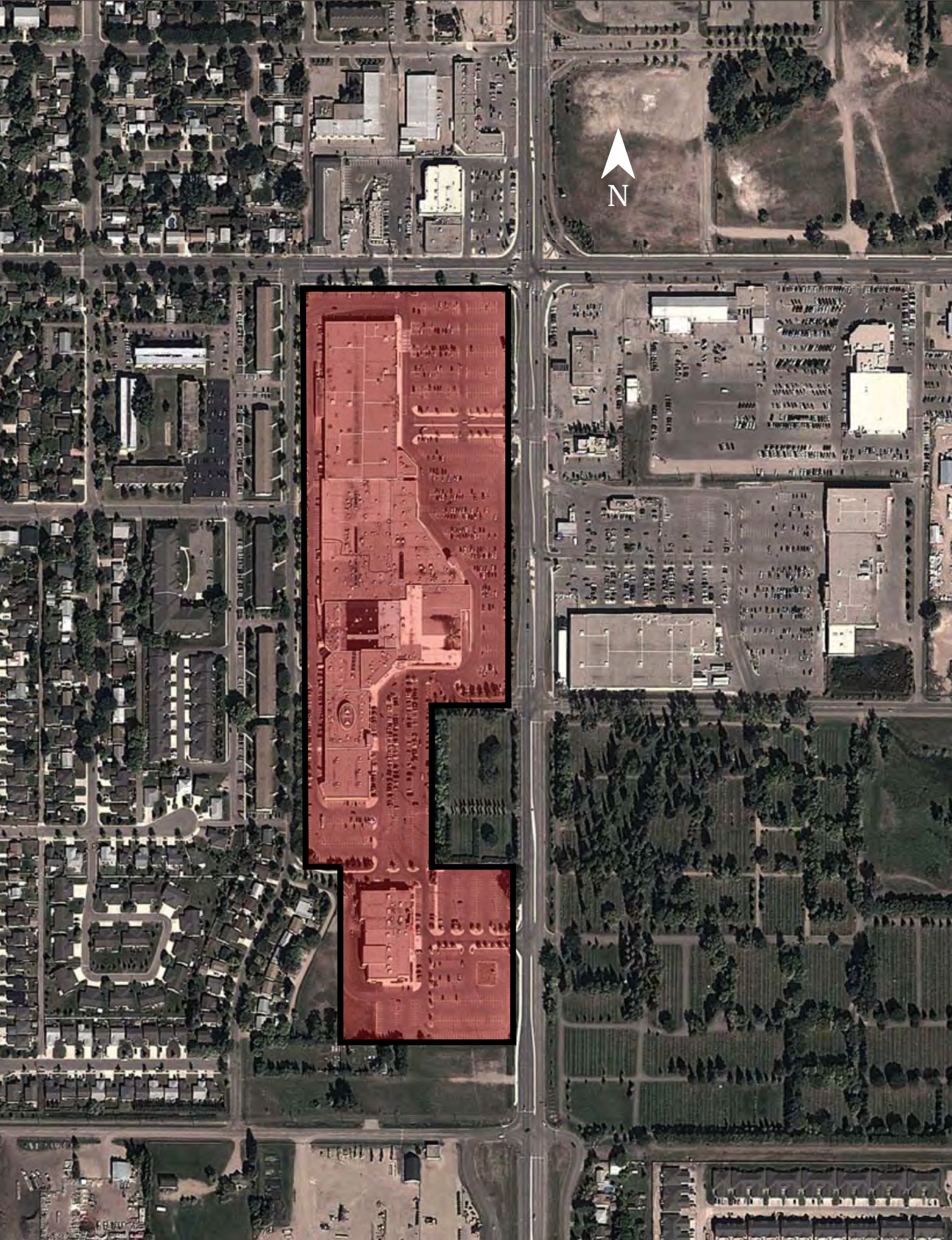
The following points describe the projections for future parking demand, and the comparison of projected parking demand to planned parking supply:

- As identified in Table 5, the parking supply shown on the redevelopment plans is sufficient for the parking minimums set out in By-Law 6642.
- Table 10 shows that the proposed parking supply is sufficient for projected parking demand for the redeveloped mall based on Saturday peak period conditions.
- A past configuration of the mall had sufficient parking, so the parking projection methods were used on that configuration to confirm that the methods were giving reasonable results. In all cases the results were found to be reasonable, validating the methods.

From a parking perspective, the project team recommends continuing with the redevelopment project according to the plans shown on drawing **SP-100**.



FIGURE 4: EXISTING PARKING



EXISTING MALL AND PARKING

FIGURE 5: SP-100 SITE PLAN

