North Oakville Parking Strategy
Phase A
Parking Management Principles &
On-Street Parking Policies

Prepared For:
The Town of Oakville

November 2009
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1.0 Introduction

1.1 Study Purpose & Scope

BA Group was retained by the Town to assist them in preparing a Parking Strategy for the North Oakville Secondary Plan Areas, a new development area which will eventually be home for approximately 55,000 people and some 35,000 jobs.

The Secondary Plans call for a new approach to community design based upon “new urbanism” principles that are intended to guide and direct development in a substantially more compact, pedestrian friendly and transit oriented manner than traditional suburban communities. This will be accomplished through a grid based street system, transit supportive densities and a greater mix of housing, employment, personal service and retail uses. In general, road right of ways will be narrower, but almost all streets are intended to accommodate on-street parking on at least one side of the street. The Town has also adopted a “Transit First” policy that will ensure that public transit service is provided for very new development area from inception. The North Oakville Master Plan is illustrated on Figure 1.

The North Oakville West Secondary Plan Area is predominantly employment and institutional oriented, and where the new Hospital will be constructed. The North Oakville East Secondary Plan area contains fourteen residential neighbourhoods, each with a neighbourhood centre that will provide local service and retail needs and include mixed use higher density residential development. The Plan also contains four Urban Core Areas that are intended to be higher density mixed use areas, which will include a broad range of commercial, employment, service, institutional and higher density residential uses. The largest will be the Trafalgar Urban Core which will run the full length of Trafalgar Road from Dundas Street in the south to Highway 407 in the north.

Parking is an important ingredient in good urban design, economic development and transportation demand management. Effective parking management strategies can facilitate compact urban development form, provide for more efficient use of both public and private parking resources and encourage the use of alternative travel options, including car/van pooling, transit use as well as active transportation options such as walking and bicycle use.

The purpose of this Phase A study is to provide Parking Management Principles regarding the provision of both public and private parking resources for the overall area and outline a strategy for on-street parking, especially in residential areas. Phase B of the study will develop a detailed implementation and funding plan for the provision of municipal parking facilities based upon the approved parking management principles and on-street parking policies.
2.0 Policy Rationale for Public Sector Parking Involvement

2.1 Urban Design Considerations

Parking policies can support good urban design by:

- minimizing the amount of overall parking required in zoning by-laws;
- discouraging surface parking;
- facilitating more compact pedestrian and transit oriented urban development through the use of parking structures that are well located and integrated with primary development;
- carefully locating municipal and private public parking facilities to ensure they maximize the development potential of developments blocks or areas;
- including good quality and well thought out design features that set an example for development and an image for the area the facility serves; and
- considering the potential to incorporate green building design features that may reduce the environmental impact of new parking facilities and potentially the buildings they are meant to serve.

2.2 Economic Development Considerations

Ensuring that municipal requirements for new development encourage the efficient use of parking will in turn, facilitate higher density development and create more attractive projects from an urban design perspective. In addition, new commercial and institutional uses can be encouraged to locate in the urban core areas where they can take advantage of shared public parking resources to create more cost effective development plans.

Parking policies can foster economic development by:

- encouraging the provision of well designed and strategically located municipal parking facilities which will allow multiple users and property owners to benefit from economies of scale, efficient use of parking and land resources;
- allowing builders to provide a cash payment to the municipality in lieu of providing parking for a building on the same site, thereby reducing the proliferation of many small parking facilities and facilitating the intensification of building sites; and
- allowing the municipal government to provide financial support in terms of developing parking facilities for shared use at less cost than the private sector.

Many municipalities make substantial capital investments in parking infrastructure in order to support economic development in their traditional core areas.
The Town of Oakville has played an economic development role for many years in the historic downtown core at Trafalgar Road and Lakeshore Road where municipal parking represents approximately 50% of the total public and private supply in the area. Commercial developments are exempt from providing parking, although many builders choose to provide some supply. The Town has chosen to meet the demand for additional parking by providing public parking on-street, in several surface lots and in one garage. In return, the Town expects the parking operation to be generally financially self-sustaining by recovering costs through user fees and enforcement revenue.

The municipal supply totals approximately 1200 stalls in downtown Oakville with an estimated replacement cost of approximately $34 million\(^1\), including 285 in the Church Street Parkade, 390 in surface lots and 530 on-street metered spaces. This approach is similar to that employed by many municipalities in traditional downtown settings as summarized below:

- Brampton has three downtown garages with 1400 stalls and a fourth 225 stall garage under construction with an estimated replacement cost of approximately $48 million;
- Oshawa has 2,700 public parking stalls, including three downtown garages with 1666 stalls. The estimated replacement cost of the system is approximately $40 million. The strategic plan calls for additional garages as some surface lots are used as development sites;
- London has 4,400 public parking stalls with an estimated replacement cost of approximately $55.0 million;
- Kingston has 3,800 public parking stalls with an estimated replacement cost of $24 million and is considering a third garage to support the two hospitals located downtown as well as Queens University;
- Barrie has 2,350 public parking stalls with an estimated replacement cost of approximately $23.0 million, including a recently completed a 300 stall garage and a parking strategy that plans for several more over the next 10 to 15 years in order to facilitate redevelopment of their surface lots;
- Saint John, New Brunswick has 2750 parking stalls with an estimated replacement cost of approximately $21.0 million, including 750 on-street stalls and 1950 in off street lots. It will shortly develop a garage with up to 600 stalls to support a new Justice Complex and Police HQ, with an estimated cost of approximately $15.0 million. The Strategic Parking Plan identifies the long term need for two more garages as demand dictates;
- Fredericton, New Brunswick has two garages with 900 stalls with an estimated replacement cost of $22 million and is on the verge of constructing an additional 400 stalls in conjunction with a new conference centre and office complex;
- The City of Waterloo system has 2400 stalls including 235 on-street 150 in a shared use garage and 2015 in surface lots. with an estimated replacement cost of approximately $15 million.

Most of the examples described above include a substantial municipal role in meeting employee parking demand for private sector development as well as providing parking for visitors/customers to private commercial establishments. All of the examples above charge user fees for visitors and monthly parkers.

\(^1\) Replacement cost is the estimated order of magnitude current cost of providing the parking facilities.
2.3 Transportation Demand Management (TDM) Considerations

As transportation planners and government officials have increasingly realized, there is a limit to the amount of road and freeway infrastructure that can be constructed from a financial and environmental sustainability perspective. More emphasis must be placed on developing effective transit service and on managing transportation infrastructure in a more efficient manner through TDM policies and techniques. The provision of parking services is an important but often overlooked component in this process.

Parking related TDM policies and techniques which can be used to encourage transit use, car/van pooling, walking, cycling and moped/motorcycle use include:

- parking pricing that is the same or higher than transit fares;
- full cost pricing for parking facilities at the individual user level,
- unbundling the full cost of parking from building rents or sales prices
- parking cash out\(^2\) & discounted transit fares;
- co-ordinating parking supply strategies with transit and TDM initiatives;
- provision of specially designated car and van pool stalls in convenient locations;
- reduced parking fees for car/van pooling;
- provision of bicycle lockers and parking and motorcycle/moped parking;
- provision of car share and bike share services in both public and private parking facilities;
- implementing parking supply limits in zoning ordinances;
- demonstrating leadership by applying all of the above policies and techniques to municipal employee parking.

Many of these policies and techniques could be applied to the nodes, corridors le and the Urban Core areas in North Oakville in order to encourage the use of alternative travel modes and reduced single-occupancy vehicle use over time.

Free and abundant parking encourages people to drive alone rather than car or van pool, be dropped off or picked up, walk, cycle or take transit. When parking is provided free of cost to the user, but public transit is not, public transit is at a substantial marketing disadvantage.

Significant costs are incurred to purchase the land for parking, build it, as well as maintain and operate it. When parking is provided to the user free of cost, the driver is not able to fully appreciate the real cost of the service. Like most goods and services, demand for parking will not be restrained if it is free or very low in cost. In many cases the actual cost of parking to the driver is hidden or subsidized through the rents that are charged for retail, office and residential space. In the case of parking cash out is a program whereby employers offer to pay employees who do not a parking space on a regular basis, the equivalent value of a monthly parking space, thereby ensuring that all employees are treated equitably from a transportation subsidy perspective.

\(^2\) Parking cash out
retail space, the higher rents that result are passed onto the consumer in the prices for goods in the store. In the case of office space, the cost is passed on in the form of higher prices for the service provided or if government offices, in the form of higher taxes. In some cases, free parking discourages the owner of the parking facility to spend the money that is necessary to provide well designed, maintained and operated facilities. The cost of parking for housing is directly borne by the owner or passed on to the tenant in the rental rate. Excessive parking, whether required by municipal regulation or supplied by the developer increases the cost of development. This is especially of concern for affordable housing projects where the cost of providing parking make the rental or purchase cost higher than necessary. Unbundling the cost of parking from building rents or sales prices to reveal the real undiluted cost will encourage people to purchase less parking. This in turn, will encourage a shift to other non auto modes of transit or to more car/van pooling activity.

In order to encourage car/van pooling, walking and transit use, the supply of parking should be moderated and the demand for it reduced through visible parking costs that the user pays directly. In order to encourage efficient use of parking resources, reserved parking should be minimized if not eliminated. Where provided, it should command a premium price.

In order to provide public transit with an advantage that reflects North Oakville’s Transit First philosophy and to maximize the utilization and return on public investment in transit infrastructure, the price of a parking stall to the actual user should be at least the same as the cost to use public transit.

In many cases, the actual cost of building and operating parking is higher than the cost of a public transit trip. When this is the case, the full cost of providing the parking should be charged directly to the user and not subsidized. This pricing strategy is especially important to apply to monthly employee parking which recurs on a regular basis and contributes to traffic congestion.

It is also important to ensure that public transit service is competitive with the car in terms of hours of operation, frequency of service and geographic coverage or the benefits of parking pricing may not be fully realized. A parking pricing policy which includes parking fees significantly higher than transit fares in combination with supply management practices will help to maximize ridership potential and the return on investment of public funds in public transit services.

### 2.4 Examples in Other Jurisdictions

#### 2.4.1 Markham Centre

Markham Centre is a master planned downtown area on nearly 1000 acres of vacant land in the Town of Markham, along the Highway 407 corridor between Warden Avenue and Kennedy Road. It will eventually include a high density development pattern with floor area ratios of 2.5 to 4.0, including 14,000+ housing units, 10.8 million sq.ft. of office space, 700,000 sq.ft. of retail/commercial space and the Markham City Hall and Theatre complex. It is “new urbanist” in nature and explicitly embraces the York Region Transit Plan and Transit Oriented Development (TOD) principles.

The purpose of the Markham Centre Parking Strategy Study was to bring forward recommendations which would ensure that area develops from inception as an urban centre,
meeting its publicly stated design vision, supporting non automobile travel and fostering sustainable economic growth and development.

To achieve these primary goals, it was recommended that the Town of Markham;

- take an active role in managing a significant portion (35-50%) of the total commercial parking supply in appropriate locations within Markham Centre
- align the Markham Centre policy and regulatory framework to support the parking strategy by;
  - establishing end state maximum parking supply targets of:
    - 2.5 cars per 1000 SF. GFA for office use
    - 1.0 cars per unit residential and
    - 0.2 cars per unit residential visitor
  - 3.0 cars per 1000 SF. GFA for service/retail uses excluding ancillary space in large office buildings which would use the office space parking supply rate.
  - requiring a minimum amount of parking to be in garage structures, including 80% for office uses, 90% for hotels and 95% for apartments to a maximum of 10 stalls.
  - permitting parking supply in excess of the maximum targets to meet demand on an interim basis in surface lots through temporary by-laws and zoning hold provisions
  - requiring developments to participate in the Markham Centre TMA and in TDM programmes
  - requiring ‘Parking Implementation and Phasing Plans’ to be submitted and approved as part of the first Site Plan Application for a block or planning area
  - enacting a cash-in-lieu of parking by-law that would permit an owner to make cash payments to the Town in lieu of providing surface or structured parking facilities
  - establishing on-street parking permissions within the Markham Centre area
  - establishing urban design standards or guidelines for parking facilities
  - permitting shared-use and off-site parking provisions to be made on adjacent privately held lands where available and appropriate

The parking supply targets which were translated into zoning bylaw maximums are based upon a 25% transit mode split target for the Markham Centre area.

The zoning bylaw for the lands located in the downtown core area of Markham Centre was approved in 2005 without objection, and has subsequently been extended to include additional developments as the need arises. This bylaw included the new parking supply maximums,
requirements for structured parking facilities and the need to produce phasing plans for parking. This policy has changed the emphasis in providing parking from supplying a minimum amount and justifying why that is sufficient if it is less than the bylaw, to providing a maximum amount and justifying why more is necessary than the bylaw requirement, an important first step. The first mixed use commercial residential project to fall under these regulations is providing virtually all of its parking needs in a below grade garage and has received limited permission to exceed the parking maximums. In the case of the residential component, additional parking was permitted for the large three bedroom units, but not the smaller units.

The Markham Centre Parking Strategy is a substantial and bold departure from typical planning practice in suburban areas and one that will no doubt evolve over time. Other municipalities are beginning to investigate or are on the verge of adopting similar policies for their transit oriented development areas.

2.4.2 Mississauga City Centre, Nodes & Corridors

Mississauga Council approved a City Centre Parking Strategy in early 2009 which included:

- reduced parking requirements oriented to future transit targets;
- urban oriented shared parking schedules;
- implementation of a cash in lieu program;
- establishment of specialty parking requirements for bikes, car/van pooling;
- organizational integration of TDM and parking programs;
- development and marketing of TDM programs;
- use of parking revenues to fund TDM programs;
- implementation of paid parking in the three existing garages serving the City Hall (including City employees), Central Library and Living Arts Centre, and
- implementation of paid on-street parking.

Implementing zoning by-laws will be prepared in conjunction with a new downtown master plan. The City also intends to implement selected strategies along the Hurontario Street High Order Transit Corridor.

2.4.3 Waterloo Parking Strategy

In 2008, the City of Waterloo approved in principle a new Parking Strategy for it’s Uptown Core area. This strategy recognized the considerable future development potential associated with it’s surface parking lots that would eventually be released by building strategically located municipal parking garages over the long term. The Parking Strategy included the following elements:

- the integration of TDM and parking programs;
- need to relate parking fees to transit costs;
- use of parking revenue to fund TDM programs;
- eventual implementation of cash in lieu programs, and
- addition of new on-street paid parking.
3.0 Parking Strategy Goals

Section 2.0 outlines the policy rationale for public sector parking involvement focused on facilitating good urban design, sustainable economic development and transportation demand management.

The Town has traditionally been involved in the provision of public parking services in its commercial areas primarily to support economic development. Many municipalities play a similar role, including the provision of public parking to attract specific development that may not have otherwise come or would not occur for many years.

More recently, many municipalities are realizing the role that parking plays in facilitating good urban design. The North Oakville Master Plan relies on the new urbanist approach to urban design, which emphasizes the creation of compact development form and the use of a grid street system to define development blocks and create active, walkable streetscapes. The Town, like many other municipalities, can use parking design, supply and location requirements, and the provision of municipal parking to foster good urban design.

Urban planners as well as transportation planners have also realized that managing the supply, location and cost of parking in conjunction with the introduction of public transit services, active transportation initiatives, car/van pool programs and other travel options is critical to support and encourage alternative travel modes and maximize the return on public investment in transit and transportation infrastructure.

With these factors in mind, the primary goals recommended for the North Oakville Parking Strategy are:

- to support Good Urban Design and contribute to creating a walkable and transit supportive urban environment by minimizing surface parking and encouraging higher density development through the use of parking garages that are well located and integrated with primary development;
- to foster Economic Development by assisting the private sector in achieving the development vision for the North Oakville area through the implementation of parking requirements that encourage efficient use of parking resources as well as strategic public investment in the provision of municipal parking facilities and transportation alternatives;
- to implement Transportation Demand Management by influencing commuter mode choice through parking supply management and pricing and the provision of commuting alternatives through the parking program.

Section 4.0 will begin to outline the potential scope for Town parking involvement in North Oakville in order to achieve the three primary strategic goals outlined above.
4.0 Potential Scope for Town Parking Involvement

4.1 The Importance of On-Street Parking

The opportunity to provide convenient on-street parking is an important component of the overall plan to provide municipal parking in North Oakville. The Town should establish a policy framework which ensures that every new public street is carefully assessed at the design stage in terms of optimizing the on-street parking supply. This policy direction should be incorporated into the criteria applied to the Environmental Assessment process for new streets in the area.

Generally speaking, virtually all streets in North Oakville will be able to provide parking on at least one side. In residential neighbourhoods, this will allow resident and visitor parking. In mixed commercial/residential areas, this will allow both resident, as well as residential and commercial visitor parking. In employment areas, visitor parking can be provided on-street and the potential exists for modest amounts of employee parking in specific areas.

The North Oakville Plan has five street types which will run through four distinct areas, including four Urban Core areas, fourteen Neighbourhood Centres, General Urban and Sub Urban neighbourhoods and Employment areas. Some streets such as Major Arterials/Avenues and Transit Corridors will allow for on-street parking only during off peak traffic periods, generally considered to be from 9am to 3pm and 6pm to midnight Monday to Friday and on weekends. Other streets will allow for on-street parking throughout the day. Generally speaking, on-street parking in commercial and employment areas, including mixed use locations which contain residential uses, will be allocated primarily to short term visitor parking with resident parking as a secondary use.

Table 1 provides an overview of the five street types within the four character areas, the location and type of on-street parking and the nature of parking that will probably be permitted.

4.1.1 Residential Permit Parking

In North Oakville, virtually all of the local streets in residential areas will allow for on-street parking throughout the day and evening. In some locations nearby or adjacent to neighbourhood parks, a portion of the on-street parking should be set aside for short term visitor parking rather than residents.

In most municipalities, on-street overnight parking is not allowed in residential areas in order to allow for winter snow clearance. Even during summer months, overnight on-street parking is discouraged. Currently, the Town follows similar policies with a three hour parking time limit on residential streets, provided it does not interfere with the safe and efficient flow of traffic, garbage collection and municipal road maintenance activities. During the winter months (from November 15 to April 15) parking is prohibited from 2am to 6am in order to facilitate the removal of snow and ice. Temporary parking permits are currently available for residents and their visitors, free of charge, for a specified period of time in accordance with Council approved policy. In response to resident demand, some municipalities have allowed overnight on-street parking when a neighbourhood initiated referendum indicates sufficient support. Mississauga, Markham and Burlington operate such programs while Kingston recently initiated a trial program. The Markham program operates only in the recently developed new urbanist communities of Angus Glen and Cornell. In 2001, the
Town of Oakville approved a referendum process whereby on-street parking would be permitted when 75% of the residents on the section of road requested agree to the proposal. To date, there have not been any successful applications in Oakville due to the high approval threshold required and low awareness of the program.

Permitting resident on-street parking to occur overnight throughout the year will on its own, not encourage reduced single occupant vehicle ownership and will incur increased road maintenance costs, especially in winter related to snow removal.

Residential permit parking is typically initiated in areas where parking demand from adjacent commercial or institutional land uses overspills into the residential street, thereby depriving residents and their visitors the opportunity to park. This situation typically occurs adjacent to hospitals, post secondary educational institutions, arenas, sports fields and commercial strip or main street areas. Generally, the fee for permits under these circumstances are low or non existent, on the basis that the resident is being inconvenienced by overspill parking.

On-street parking permits are also provided in some cities for residents in high density mixed use areas (usually found in downtown core areas) or in older residential areas. In both cases, resident permits are provided because the supply of private parking on the residential site is limited. Under these circumstances, the fee for residential permit parking tends to be higher than when dealing with demand overspill into residential areas because it is viewed as providing a valuable service to residents and because there is a desire to recover a portion or all of the increased cost of providing the service (especially related to snow removal, road maintenance and garbage collection). In the core of larger cities, the desire to deter car ownership levels also plays a role. Canadian examples of such programs include:

- Ottawa where residential parking permits are sold in the central core area and in several inner city areas adjacent to commercial main street neighbourhood centres. Permit costs are $51 per month or $570 per year plus GST. Applicants must provide evidence that they do not have private off street parking available. The cost is set to recover the substantial amount of additional work required to effectively remove snow and ice from the on-street parking areas, considering that they will likely be occupied when normal ploughing operations take place, and

- Toronto where in designated areas, residents can purchase overnight passes for $10.62 per month for a first vehicle, $26.56 per month for a second vehicle and $37.19 per month for a resident who has access to on site parking. GST is extra in each case.

In the residential neighbourhood areas, overnight on-street parking could be permitted on a cost recovery basis, which is likely to be similar to the $50 monthly rate (excluding taxes) charged in Ottawa. Such a rate will likely deter the number of people who wish to use the street, and may encourage residents to use their garages or reconsider the need for multiple car ownership. However, in the absence of a zoning limit on the amount of parking that can be provided for residential use, the impact on vehicle ownership rates are likely to be modest.
### Table 1: On Street Parking Characteristics

#### North Oakville

<table>
<thead>
<tr>
<th>Lane Pattern</th>
<th>Major Arterial / Transit Corridor</th>
<th>Minor Arterial / Transit Corridor</th>
<th>Avenue / Transit Corridor</th>
<th>Connector / Transit Corridor</th>
<th>Local Street</th>
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<tbody>
<tr>
<td>North Oakville</td>
<td>4.00m off peak parking</td>
<td>3.75m off peak parking</td>
<td>3.75m</td>
<td>3.25m</td>
<td>17.0 m</td>
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<tr>
<td></td>
<td>3.65m x 4</td>
<td>3.50m x 2</td>
<td>3.50m</td>
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<td></td>
<td>4.20m off peak parking</td>
<td>4.20m off peak parking</td>
<td>3.75m off peak parking</td>
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<tr>
<td></td>
<td>R.O.W.</td>
<td>11.5m x 2</td>
<td>14.50m</td>
<td>9.50m</td>
<td>24.0 m</td>
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<tr>
<td></td>
<td>Residential Permit Pkg.</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
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<tr>
<td></td>
<td>Other Permit Pkg.</td>
<td>No</td>
<td>No</td>
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<tr>
<td></td>
<td>Hourly Paid Pkg.</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td><strong>Urban Core Areas</strong></td>
<td>4.20m off peak parking</td>
<td>3.75m off peak parking</td>
<td>2.25m parking</td>
<td>2.25m parking</td>
<td>14.50m</td>
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<td></td>
<td>R.O.W.</td>
<td>47.0 - 50.0 m</td>
<td>24.0 m</td>
<td>19.0 m</td>
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<td></td>
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<td>No</td>
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<td></td>
<td>Other Permit Pkg.</td>
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<td><strong>Neighbourhood Centres</strong></td>
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<td>R.O.W.</td>
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<td>17.0 m</td>
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<td>Residential Permit Pkg.</td>
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<td></td>
<td>Other Permit Pkg.</td>
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<td></td>
<td>Hourly Paid Pkg.</td>
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<td>Yes</td>
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<td>Yes</td>
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<td><strong>General Urban &amp; Suburban Neighbourhoods</strong></td>
<td>3.75m</td>
<td>3.75m</td>
<td>3.25m</td>
<td>3.25m</td>
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<td></td>
<td>R.O.W.</td>
<td>22.0 m</td>
<td>19.0 m</td>
<td>17.0 m</td>
<td>9.50m</td>
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<td></td>
<td>Residential Permit Pkg.</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
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<td></td>
<td>Other Permit Pkg.</td>
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<td>Hourly Paid Pkg.</td>
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<td>Yes</td>
<td>Yes</td>
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<tr>
<td><strong>Employment Areas</strong></td>
<td>5.00m</td>
<td>5.00m</td>
<td>4.00m</td>
<td>4.00m</td>
<td>10.50m</td>
</tr>
<tr>
<td></td>
<td>R.O.W.</td>
<td>22.0 m</td>
<td>20.0 m</td>
<td>20.0 m</td>
<td>10.50m</td>
</tr>
<tr>
<td></td>
<td>Residential Permit Pkg.</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>Other Permit Pkg.</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>Hourly Paid Parking</td>
<td>Possibly</td>
<td>Possibly</td>
<td>Possibly</td>
<td>Possibly</td>
</tr>
</tbody>
</table>
In high density mixed use areas where there is competition for on-street and off street parking between residents, business owners, employees and visitors, the price for residential parking permits can be set at much higher rates to reflect the opportunity cost of not having the space available for non residential use and the financial benefit which the resident receives from not having to purchase a parking space in a condominium project or a house with a larger supply of private on site parking. The higher parking fees may also deter multiple car ownership in higher density residential development, especially if supply limits are included in the zoning by-law.

4.1.2 Parks & School Area Parking

A stated objective of the North Oakville Secondary Plans is to minimize the amount of surface parking lots provided for neighbourhood parks and schools and the sharing of school parking with park visitors.

A review of the preliminary facilities program for the proposed ten neighbourhood parks indicates a need for 55 to 85 parking spaces in each location based upon typical suburban demand characteristics.

An urban design objective of the North Oakville Master Plan is to minimize or eliminate the need for surface parking lots on the park sites, thereby relying on on-street parking in the vicinity and or shared parking with adjacent school sites. Each of the neighbourhood parks are to be located immediately adjacent to an elementary school site which will have a limited amount of on–site parking for staff.

Each of the neighbourhood park and elementary school sites have significant frontage on a Connector/Transit Corridor or Avenue/Transit Corridor that will have parking on one side of the street. In these locations, the on-street parking supply should be located along the same frontage as the school and park site in order to maximize the supply. A preliminary review of the park/school sites indicates that approximately 50 to 60 spaces should be feasible along the frontage immediately adjacent to each park, with a few exceptions.

All of the neighbourhood parks are paired with elementary school sites immediately adjacent to them. Each of the schools are likely to provide 35 to 50 parking stalls that can be shared with the park during evenings and on weekends. Therefore, each park will have access to 85 to 100 parking spaces during evenings and weekends and many weekdays throughout the summer. The park sites with limited street frontage will likely have access to 55-60 stalls which may fall short of peak demand, if those parks have facilities which generate a demand for 85 stalls. Additional on-street parking might be feasible in front of the school sites, however, this cannot be confirmed until a plan for pick-up/drop off facilities and staff parking is established for school locations.

4.1.3 Neighbourhood Centre Parking

On-street parking should be provided in the neighbourhood centres primarily for short term visitor use with some potential for modest allocation to resident and employee parking on side and rear streets in order to maximize public parking use on an interim basis.
There may be some overlapping demand for on-street space in residential neighbourhoods that abut
neighbourhood centres. In such locations, a portion of the local streets in residential areas may be
used to accommodate some demand from the higher density residential and commercial uses in the
neighbourhood centres. Where local streets have neighbourhood centre uses on one side opposite
residential neighbourhood uses, most on-street parking may be allocated to the commercial uses.

4.1.4 Urban Core Area Parking
In the Urban Core areas, the primary emphasis should be on providing short term parking for visitors
with the potential for limited permit sales to employees and residents. Parking fees and charges will
also likely be higher in this location to reflect demand, which will be addressed in more detail in
Phase B of the study.

4.1.5 Preparation of On-Street Parking Plans
In order to clearly identify the scope for municipal on-street parking, it will be important to ensure
that appropriate plans are prepared and reviewed for each street which indicate the proposed location
and amount of on-street parking. Fire hydrants, access driveways, loading zones, postal box stations
and other utilities will impact upon the location and amount of on-street parking as will the need for
parking restrictions on curves and at approaches to intersections.

As a general guide, on-street parking stalls should:

- conform to the Town’s traffic By-Law;
- not be located within 1.0 metre of a driveway edge;
- not be placed in front of pedestrian walkways or paths running perpendicular to the street;
- not be located in front of fire hydrants, postal boxes or loading zones;
- not interfere with bus stop locations;
- not be placed on tight curves that would obstruct the turning path for trucks;
- not interfere with vehicle queuing and efficient traffic flow at significant intersection points;
- not obstruct the safe and efficient operation of major driveways or access points;
- be placed on the same side of the street as a public park;
- generally be located on the side with the higher density mixed use development;
- where parking is allowed on only one side of the street, it should be placed on the side that
  maximizes the amount obtained and should not switch sides of the same street;
- Single or double parallel spaces or spaces at the end of a row must be a minimum of 5.2
  metres in length;
- parallel parking spaces interior to a row of parking must be a minimum of 6.5 metres in
  length.

The layout for the parking spaces should be provided as part of a composite utilities plan (CUP) for
each street, on a separate layer which indicates driveway locations, utility obstructions, sidewalks,
pedestrian walkways, and pavement markings along the road and at intersection locations. This will
enable the Town to review and comment on the plan before it is approved.
4.2 Staged Implementation of Municipal Off-Street Parking

4.2.1 Parks & Schools

As described in section 4.1.4, the Town’s role will be limited to on-street parking and the shared use of off street parking provided on school sites.

4.2.2 Neighbourhood Centres

The Town’s role in these areas will be limited to the provision of on-street parking facilities, except perhaps in the larger centres that will be located adjacent to the Dundas Urban Core area, where some overlap in municipal off street supply might occur between the two areas.

4.2.3 Urban Core Areas

The Town could play a substantial role in the provision of public shared parking resources for key locations in the four urban core areas, similar in nature, but potentially larger in scope to what it currently does in its commercial areas. The Trafalgar Urban Core land occupies approximately three times the land area as the downtown core.

In the Palermo Village North and Neyagawa Urban Core areas, the Town’s role will be relatively small, likely limited to on-street parking and possibly one or two small sized off street surface lots or perhaps some involvement in the parking component of a joint venture development project.

The Trafalgar Urban Core is intended to be an urban oriented mixed use development area running from Dundas Street to Highway 407. At the north end (Area 1), between Highway 407 and existing Burnhamthorpe Road, it is expected to be predominantly employment oriented with office and service uses along Trafalgar Road and light industrial, research and flex space uses behind as it transitions to the employment zones on either side. The extent of Town involvement in providing municipal public parking in this area is dependent on the role it wishes to play in transportation demand management, economic development and in facilitating good urban design and economic development. The challenge for the Town will be to invest strategically in such parking facilities so that it achieves the primary parking strategy goals identified in section 3.0, but does so in a way that maximizes the utilization of public parking. In predominantly office locations the challenge will be to ensure that the garage is utilized by other commercial uses during the evening and weekend period.

As mentioned in section 2.2, the Town currently supplies approximately 50% of the total parking in downtown Oakville, where commercial development is exempt from providing parking. The Town has estimated that roughly 265,000 square metres of non residential floor space might be built initially in the Trafalgar Urban Core, eventually increasing in the longer term as infill development takes place. On an average basis, it is likely that the commercial development described above would require roughly 8500 parking stalls. Excluding Area 1 north of existing Burnhamthorpe Road, roughly 130,000 sq. metres of commercial space is anticipated initially. On an average basis, it is likely that this commercial development would require roughly 4200 parking spaces.

With a payment in lieu of parking program, the initial potential for the provision of Town controlled shared public parking resources could range from 35 to 50% of the total parking supply or some 1450 to 2100 spaces. A significant portion of this supply would be in on-street parking. Over time as
development intensifies, the amount of off street parking could increase. The capital costs for such a system could range from $11 million up to $32 million depending upon the amount of surface lots and garage structures involved. Phase Two of the North Oakville Parking Strategy will develop a more detailed implementation plan for future municipal parking involvement, including strategic locations for off street facilities as well as a phasing and funding plan.

4.2.4 Institutional & Employment Areas

The Town’s role in these areas will be limited to the provision of on-street parking facilities.
5.0 Policy & Regulatory Requirements

5.1 Zoning Bylaw Requirements

The zoning bylaw requirements for North Oakville should reflect the emphasis on compact urban form by minimizing the requirement for parking on private sites to reflect the transit and active transportation objectives for the area and maximizing the utilization of both private and public parking facilities by encouraging mixed use shared parking facilities wherever possible.

With this in mind, a draft zoning by-law has been prepared which:

- minimizes the dimensions for parking facilities;
- minimizes the intrusion of surface parking along Trafalgar Road in the Urban Core;
- allows for shared parking reductions for mixed use developments;
- provides for reduced minimum requirements which reflect transit planning objectives;
- requires parking in excess of minimum rates to be placed in parking garage structures;
- establishes maximum parking supply rates in order to discourage excess parking supply;
- requires the provision of bicycle parking and shower/change facilities.

The zoning bylaw should also allow for the payment in lieu of providing parking to reduce the need to provide on site parking in favour of shared public parking resources controlled by the Town both on-street and in strategically located off street lots and garages.

With the emphasis on minimizing on site development parking supply and the implementation of maximum supply limits, it will be important that the Town actively provide on-street parking at every opportunity as well as establish off street shared public parking resources that can be used to assist private development in achieving a gradual reduction in parking supply needs over time as transit and active transportation use increases. Phase B of the study will provide a detailed implementation plan for the creation of Town controlled shared parking resources in strategic locations.

5.2 Operating Bylaws & Regulations

Appropriate operating by-laws and regulations will be prepared in Phase B of the study to reflect the parking strategy principles adopted by Council.
6.0 Financial Considerations

Municipalities can draw upon several sources of funding to finance municipal shared public parking resources including:

- Payment in Lieu of parking fees from builders;
- User Fees for parking services;
- Development Charges;
- Tax Increment Financing;
- Joint Venture projects with private development.

Tax Increment Financing has been used extensively for many years in the United States to fund public parking facilities and is starting to be considered in Canada. Some municipalities are also beginning to use Development Charges to partially fund new parking resources.

Except in the high density core areas of Canada’s largest cities, parking fees rarely cover the full cost of providing parking infrastructure. Most municipalities fund parking from several of the sources mentioned above. A more detailed description of these options is provided below.

Phase B of the Study will develop a detailed implementation plan for the funding of municipal parking. Generally, the emphasis will be creating a municipal parking system that is financially self-sustaining over the long term and which includes fees that encourage people to consider public transit and active transportation alternatives.

6.1 Payment in Lieu

As a development incentive and source of funds from the private sector (i.e., public-private partnerships) to assist in financing future parking infrastructure, the Town should accept payment in lieu of meeting zoning by-law parking requirements, as it currently does in other parts of the Town. This will encourage a higher density compact development form as envisioned in the Official Plan and Places to Grow Policy adopted by the Province. This policy would facilitate developments which clearly cannot provide parking on their own site at a reasonable cost or at all. It will also encourage the creation of strategically located facilities that can be efficiently shared by multiple users in a cost effective manner and discourage the proliferation of many small parking facilities.

It is important that the acceptance of a Payment in lieu application be at Council’s discretion, as the Town may not be able to practically meet the need for parking for some developments, in which case the development should be required to provide the required amount of parking on site.

It is important to note that the success of the payment in lieu of parking by-law can be substantially compromised if the Town approves parking variance requests in order to relieve owners from some or all of the obligation to provide parking according to the zoning by-law which would then relieve them of the need to provide Payment in Lieu (PIL). Variance requests should only be approved where the applicant can clearly demonstrate that the by-law requirement is excessive, not simply to allow an applicant to proceed because they are unable to provide what is deemed to be an appropriate amount of parking. Should the Committee of Adjustment approve a reduction in the by-law amount because it is technically justifiable, the applicant would still have the ability to use the PIL program.
to reduce the amount of parking required on site. Committee of Adjustment members should be informed regarding the importance of these factors in rendering decisions regarding parking variance applications.

Some municipalities try to charge developers/builders the full cost of the parking space which results in little or no take up of the offer, except for very small infill projects which have no alternative and find it financially palatable. This is because the value of a parking space which the builders do not own or control obviously cannot be worth the same as the cost of building one on their own which they then have full control over. Given these factors, the payment in lieu rate is often set at 50% of the estimated cost of providing a new parking space, although this is often not evident because the value set does not come with an explanation in the municipal fee schedule.

The payment in lieu amount should be set at a discount to the actual cost of providing the parking in order to:

- provide a financial incentive for developers to contribute to the creation of strategically located public parking facilities;
- recognize that the Town will be able to recover some of the costs through user fees;
- recognize that the parking spaces are not allocated to specific users on a reserved basis, although the general supply will be available to meet demand;
- recognize that the contributor will not have an ownership interest in the public parking facilities;
- recognize that the parking may not be as conveniently located to a specific development compared to on site or other nearby parking facilities;
- recognize that all or a portion of the parking may not be constructed at the same time as the development;
- recognize that the developer/owner will not have any control over parking fees and use regulations.

The current cost for above ground garages is approximately $30,000 to $35,000 per space depending upon the design of the garage. Using $30,000 per stall, the 50% cash in lieu rate would be $15,000, which is on the upper end of the scale when viewed from the perspective of providing parking in a surface lot. Currently, construction costs in the GTA are escalating well above inflation, so it is important to adjust the value of the cash in lieu amount each year unless the Town wishes to leave the number lower as an added development incentive.

A special payment in lieu rate for small developments could be considered in order to assist individual property owners who are not large scale developers and property investors who renovate or add onto their buildings. Some municipalities provide reduced payment in lieu rates for changes of use within an existing building where the zoning bylaw would require more parking. For example, the City of Toronto provides reduced rates for smaller building or additions, less than 400 sq. metres in floor area and a further reduction for less than 200 sq. metres, as described above.

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3 The upper cost range reflects the need to build visually appealing structures and potentially incorporate energy saving features such as those typically required for LEED certification.
In order to enact the payment in lieu program, the Town should establish a corporate policy for North Oakville to indicate where the program would apply and provide guidance regarding appropriate application and costs. A draft outline of such a policy is provided below:

_In the North Oakville Urban Core and Neighbourhood Centre areas, Town Council may at its sole discretion consider accepting payment in lieu funds for all or part of the Zoning By-law requirements for parking, having regard for the following:_

- the existing municipal public parking supply in the surrounding area can or will be able to accommodate the on site parking supply deficiency at the time of development
- the presence of site constraints that prevent the provision of the required number of parking spaces
- the use of the property is not considered overdevelopment of the site
- the development or applicant has prepared a formal TDM Plan for the project which is likely to reduce the need for parking

The payment in lieu amount will be reviewed and set annually based upon current information regarding the anticipated cost of providing shared municipal public parking resources and the desire to provide economic development incentives.

It should be noted that the decision to accept cash in lieu should remain at the discretion of Town Council and not become an automatic right. This will allow the Town to ensure that if it accepts cash in lieu payments, there is a reasonable expectation that municipal parking is already available to serve the development or that the Town will be able to provide a supply increase in the short term.

### 6.2 User Fees

User fees for public parking should be set to recover a substantial amount of the actual cost of providing the parking, less the anticipated payment in lieu contributions.

Parking rates in Oakville’s commercial areas are currently set at $1.25 per hour for most on-street with some lower rates in lower demand areas. Off street lots have similar hourly rates. Monthly employee parking is available in the Church Street parkade for $68.90 per month and at some less convenient surface lots for $21.20 to $42.40. All rates include GST.

In North Oakville, short term hourly rates for surface lots should be set lower than the rate for prime on-street spaces in order to encourage turnover of convenient on-street parking and higher utilization of off street parking for people staying longer periods of time. Prime on-street parking should have parking duration time limits of 2 hours. Some side street on-street parking could be priced lower and have longer parking time limits depending upon demand.

As described earlier in Section 2.3, monthly employee parking rates should be set to encourage transit use and car/van pooling. At present, a monthly transit pass in Oakville costs $88.00, therefore monthly parking charges should be set at least at the same rate. If the Town establishes a discount transit pass program for bulk purchases from large employers or BIA’s the monthly parking rate could be lowered to match the bulk transit pass rate. Dedicated car/van pool spaces should be
established in prime locations within off street lots and garages and monthly rates should be reduced by 10% for registered users.

Some of the revenue generated by parking customers should be dedicated to the establishment and development of transportation demand management programs, such as a ride sharing program, an auto share program, the provision of bicycle lockers and parking in off street public parking facilities and a discounted transit pass program, all of which should be targeted to reducing the need for costly parking garages over the medium and long term.

A detailed assessment of potential parking fees will be conducted in Phase B of the study.

6.3 Development Charges

The Town is now collecting development charges for the provision of municipal parking facilities in its commercial areas. This program could be expanded to include designated shared public parking resources in North Oakville. However, the funding would be shared with the existing commercial areas and would not fully finance future development costs in North Oakville. The net capital costs after receipt of payment in lieu funds would also have to be considered.

The use of this financing mechanism will be studied in more detail during Phase B of the study.

6.4 Tax Increment Financing (TIF)

The new Municipal Act 2001 introduced by the Province has opened the door for consideration of tax incentive zones to promote Smart Growth initiatives. Because this is a new tool and not yet fully developed, it is taking some time for details to be worked out and approved by the province.

Essentially, a Directed Urban Core Tax Reserve could include the use of the realty tax uplift associated with higher order development in Urban Core areas compared to the base tax assessment that would otherwise have been obtained with traditional low density development. This tax uplift could be used to finance various infrastructure projects that are required to support increased density in the area, including parking structures, which are a critical component in achieving the urban design vision for the Urban Cores.

The extent of such financing would depend in large part upon the proportion of the real estate tax uplift that would be available to the municipality The general intent of the program appears to be to convince the Province to forgo all or a portion of their share of the realty tax revenue, which is currently used to fund educational facilities. However, this process requires considerable negotiation with the Province and may include the creation of a pilot program to confirm the effectiveness of the initiative, before the Town could depend upon it as a stable source of on-going revenue.

There are currently a myriad of different calculations and assumptions which could be made regarding the Dedicated Urban Core Area Tax Reserve, depending upon how much the uplift in taxes actually turns out to be and how much of the uplift ultimately ends up being used to support the capital costs of the parking strategy.
Estimates prepared by BA Group in other locations, suggests that roughly 5% of the cost of a new parking garage space could be financed if only the municipal portion of the tax rate is available, whereas about 25% could be financed if the entire provincial portion where also made available.

However, it is important to note that increased availability of tax uplift funding should not be used to create a situation where the user fees for parking would be reduced below that of a transit pass, in order to use parking pricing as an incentive to use public transit. It should also be recognized that a broader based TIF program would also be utilized to fund other infrastructure initiatives, not just public parking. This will tend to reduce the potential for this tool to fund a substantial portion of the municipal parking program.

The potential use of this financing mechanism will be investigated in more detail during Phase B of the study.

6.5 Public Private Partnerships

The Town should also consider potential opportunities to deliver parking infrastructure through partnerships and collaboration on specific development opportunities, where this would result in achieving the goals and objectives established in the Parking Strategy as described in this report. The primary goals being to support good urban design, economic development, and transportation demand management.

In order to achieve the primary goals described above, it is important that the Town control any partnership arrangement including the price of parking, the use of the spaces, and the ability to expand the garage. It is also important that the Town maintain control over the design of the garage to ensure that it meets reasonable urban design, functional design and life cycle cost considerations. The Parking Authority of Toronto often engages in private sector partnerships to achieve substantial development on their parking lots. However, they maintain strict control over the cost and design aspects of their garages as well as operational control or the development does not proceed.
7.0 Recommendations

Based upon the foregoing discussion and analysis, it is proposed that the Town adopt the following recommendations regarding Parking Management Principles and On Street Parking Policies for North Oakville:

7.1 The Primary Goals of the Parking Management Strategy for North Oakville are:

- to support Good Urban Design and contribute to creating a walkable and transit supportive urban environment by minimizing surface parking and encouraging higher density development through the use of parking garages that are well located and integrated with primary development;
- to foster Economic Development by assisting the private sector in achieving the development vision for the North Oakville area through the implementation of parking requirements that encourage efficient use of parking resources as well as strategic public investment in the provision of municipal parking facilities and transportation alternatives; and
- to implement Transportation Demand Management by influencing commuter mode choice through parking supply management and pricing and the provision of commuting alternatives through the parking program.

7.2 The Town will ensure that every new public street is carefully assessed at the design stage in terms of optimizing the on-street parking supply.

a) To retain this optimized supply which will be created through subdivision design, the Town should modify its by-laws to prohibit driveway widenings in North Oakville where on-street parking would be displaced.

b) In the residential neighbourhood areas, overnight on-street parking should be permitted on a cost recovery basis in order to reflect the increased cost of snow removal and road maintenance/repair activities.

c) Appropriate on-street parking will be provided along the street frontage of each neighbourhood park and elementary school site for park visitors.

d) On-street parking should be provided in the neighbourhood centres primarily for short term visitor use with some potential for modest allocation to resident and employee parking on side and rear streets in order to maximize public parking use.

e) In the Urban Core areas, the primary emphasis should be on providing short term parking for visitors with the potential for limited permit sales to employees and residents.

f) The layout for the on-street parking spaces will be provided as part of a composite utilities plan (CUP) for each street, on a separate layer which indicates driveway locations, utility obstructions, sidewalks, pedestrian walkways, and pavement markings along the road and at intersection locations. This will enable the Town to
review and comment on the plan before approving it. As a general guide, on-street parking stalls should:

- conform to the Town’s traffic By-Law;
- not be located within 1.0 metre of a driveway edge;
- not be placed in front of pedestrian walkways or paths running perpendicular to the street;
- not be located in front of fire hydrants, postal boxes or loading zones;
- not interfere with bus stop locations;
- not be placed on tight curves that would obstruct the turning path for trucks;
- not interfere with vehicle queuing and efficient traffic flow at significant intersection points;
- not obstruct the safe and efficient operation of major driveways or access points;
- be placed on the same side of the street as a public park;
- generally be located on the side with the higher density mixed use development;
- where parking is allowed on only one side of the street, it should be placed on the side that maximizes the amount obtained and should not switch sides of the same street;
- single or double parallel parking spaces or spaces at the end of a row must be a minimum of 5.2 metres in length;
- parallel parking spaces interior to a row of parking must be a minimum of 6.5 metres in length.

7.3 The Town should play a substantial role in the provision of public off-street parking resources at key locations in the four urban core areas, similar in nature, but potentially larger in scope to what it currently does in the Downtown area.

A detailed implementation and funding plan will be prepared in Phase B of this study.

7.4 The zoning bylaw requirements for North Oakville should reflect the emphasis on compact urban form by minimizing the requirement for parking on development sites to reflect the transit and active transportation objectives for the area and maximizing the utilization of both private and public parking facilities by encouraging mixed use shared parking facilities wherever possible.

With this in mind, the zoning by-law should:

- minimize the dimensions for parking facilities;
- minimize the intrusion of surface parking along Trafalgar Road in the Urban Core;
- allow for shared parking reductions for mixed use developments;
- provide for reduced minimum requirements which reflect transit planning goals;
- require parking in excess of minimum rates to be placed in parking garage structures;
- establish maximum parking supply rates in order to discourage excess parking supply and encourage transit and active transportation modes.
• require the provision of bicycle parking and shower/change facilities

7.5 The Town should adopt a corporate policy for North Oakville regarding Payment in Lieu of parking as follows:

In the North Oakville Urban Core and Neighbourhood Centre areas, City Council may at its sole discretion consider receiving payment in lieu payment for all or part of the Zoning By-law requirements for parking, having regard for the following:

• the existing municipal public parking supply in the surrounding area can or will be able to accommodate the on site parking supply deficiency at the time of development
• the presence of site constraints that prevent the provision of the required number of parking spaces
• the use of the property is not considered over development of the site
• the development or applicant has prepared a formal TDM Plan for the project which is likely to reduce the need for parking

The payment in lieu amount will be reviewed and set annually based upon current information regarding the anticipated cost of providing shared municipal public parking resources and the desire to provide economic development incentives.

7.6 Future public parking resources provided by the Town will be funded by a combination of sources which will include some or all of the following:

• Payment in Lieu of parking fees from builders;
• User Fees for parking services;
• Development Charges;
• Tax Increment Financing;
• Joint Venture projects with private development.

Phase B of the Study will develop a detailed implementation plan for the funding of municipal parking. Generally, the emphasis will be creating a municipal parking system that is financially self sustaining over the long term and which includes fees that encourage people to consider public transit and active transportation alternatives.