



Midtown Oakville Parking Strategy

May 2014



Midtown Oakville

Parking Strategy

May 2014

Prepared for
THE TOWN OF OAKVILLE

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TABLE OF CONTENTS

1.0	INTRODUCTION	1
2.0	WHY PARKING MATTERS	3
2.1	Sustainable Mobility Considerations	3
2.2	Urban Design Considerations	7
2.3	Economic Development Considerations	7
3.0	THE TRANSFORMATION CHALLENGE	9
3.1	How Much Parking is Enough?	10
3.2	Parking Supply Rates	11
3.3	Parking Design Considerations	17
3.4	Bicycle Parking Considerations	18
4.0	PARKING MANAGEMENT PLAN	21
4.1	An Integrated Parking & TDM Approach	21
4.2	Municipal Shared Public Parking Resources	22
4.3	Parking & TDM Funding Considerations	24
4.4	IMPLEMENTATION	32
5.0	CONCLUSIONS & RECOMMENDATIONS	34

LIST OF TABLES

Table 1	Recommended Parking Supply Rates for Major Land Uses in Midtown Area	15
Table 2	Potential Shared Parking Schedule for Midtown Oakville.....	17
Table 3	Bicycle Parking Supply Requirements.....	19
Table 4	Shower/Change Facility Requirements.....	20

LIST OF FIGURES

Figure 1 —	Midtown Oakville Demonstration Plan – Concept 1.....	2
Figure 2:	Potential Municipal Public Parking Locations.....	23

1.0 Introduction

The Town of Oakville, Metrolinx and the Region are actively working together to complete planning for Midtown Oakville, a major Mobility Hub centered around the Trafalgar Road GO Transit Station as illustrated conceptually on Figure 1.¹

Midtown Oakville is already well served by fourteen Oakville Transit routes which focus on delivering riders from central Oakville to the GO Train system. There are also three GO bus routes serving North York, Milton and York University. The Region is planning the introduction of a BRT system along Trafalgar Road linking the midtown mobility hub with Highway 407 and the planned BRT service along Dundas Street in north Oakville. Metrolinx is planning to increase service levels along the Lakeshore Go Line in both peak and off peak periods. They also intend to substantially improve the existing GO Train station by expanding the existing platforms east of Trafalgar Road. A major new bus station is also planned for the east side of Trafalgar Road in order to provide increased interface capacity for several new bus routes and the GO Train system.

Land developers have shown an interest in the area as a desirable destination for new office and residential development and the publicly owned commuter park and ride lots represent a substantial opportunity for large scale redevelopment. Provincial and local policy frameworks that encourage intensification and new investments in transit mean there is an opportunity to coordinate change and ensure Midtown Oakville becomes a vibrant mixed use transit oriented community. The Mobility Hub Guidelines prepared by Metrolinx provide direction on how to maximize transit ridership and optimize compact urban development around station areas by providing seamless mobility, a high standard of urban place making and successful implementation. *Strategic Parking Management* is one of the key ingredients identified by Metrolinx for success.

Strategic Parking Management has been identified as a major factor that will impact the ultimate success of the area because of its ability to facilitate compact urban development, transportation demand management and sustainable economic development. With this in mind, Metrolinx has developed a strategy to replace a major portion of the existing surface parking lots west of Trafalgar Road starting with the new garage structure recently built south of the GO line and west of Trafalgar Road, to be followed by adding new surface lots located in the Hydro corridor east of Trafalgar Road. This will serve to free up prime development land west of Trafalgar Road for new transit oriented development. The primary purpose of this Midtown Oakville Parking Strategy is to provide specific parking policy and management recommendations to support transit oriented development in the area, thereby building upon the major infrastructure investments and sustainable development goals just described.

¹ The street plan for the illustrated concept is subject to an on-going EA process and the transit terminal location is subject to change.

FIGURE 1 — MIDTOWN OAKVILLE DEMONSTRATION PLAN – CONCEPT 1



Source: Midtown Oakville Mobility Hub Study, USI Inc. for Metrolinx

2.0 Why Parking Matters

Parking is much more complicated than it first seems to be. At first glance, it is only a physical space to store a vehicle. Dig deeper and one will find parking is a critical piece of urban planning, an integral part of the transportation system and an influential ingredient in real estate development.

The provision of parking for urban development has historically relied upon “predict and provide” approaches where individual projects are required by municipalities to supply enough dedicated parking on site to accommodate the estimated peak demand for the land use with free parking for the user. Parking typically was not to be shared between different land uses or development sites and the use of on-street parking was minimal or not recognized. Developers often provide more parking than the zoning bylaw requires or that subsequent observations indicate they need, partly from fear they will not have enough or often in response to unfounded marketing considerations. This approach is space intensive, requiring a large portion of land or building area to be devoted to parking. The resultant spread out nature of development is not pedestrian friendly or transit supportive, thereby encouraging single occupant vehicle travel and perpetuating the proliferation of parking.

More recently, many municipalities and some developers have realized parking can be a powerful tool to achieve a variety of community objectives. An effective parking management strategy can:

- Encourage the use of sustainable transportation alternatives;
- Foster compact urban development and good urban design;
- Provide for a more efficient use of public and private parking resources;
- Encourage and support sustainable economic development;
- Generate parking revenues that can be used to improve development economics and fund transportation demand management (TDM) initiatives.

Each of the key elements of an effective parking management strategy outlined above is described in more detail below.

2.1 Sustainable Mobility Considerations

Both the Halton and Oakville Transportation Master Plans recognize there is a limit to the amount of road and freeway infrastructure that can be constructed from a financial and environmental sustainability perspective. With this in mind, these documents place significant emphasis on developing effective transit service and on managing transportation infrastructure in a more efficient manner through TDM policies and techniques. Together, the future transit service plans by the Region, Town and Metrolinx represent a substantial multi-million dollar investment in high order transit service in order to address the need for sustainable mobility in the region. These transit

initiatives will attract captive riders who do not have access to a car or who cannot afford one and perhaps some choice riders. However, in order to *maximize* the potential for capturing non-captive transit riders and active transportation demand, an integrated parking management and transportation demand management (TDM) strategy will be required to achieve a much tighter correlation between parking demand and supply, potentially through the use of some or all of the following techniques:

- Minimum parking supply zoning requirements that reflect the transit and non-auto mode split targets for the area in conjunction with TDM initiatives;
- parking supply limits in zoning by-laws to eliminate excessive parking supply;
- allowing the use of shared parking within mixed use development sites as well as between separate development sites in order to maximize efficient use of parking;
- provision of parking and shower /change facilities for bicycles;
- provision of car share and bike share services in both public and private parking facilities;
- provision of specially designated car/ van pool stalls in convenient locations;
- parking pricing that is at least the same or higher than transit fares;
- unbundled transparent parking fees paid directly by the user²;
- discounted or reduced cost transit fares for Midtown residents and employees;
- reduced parking fees for car/van pooling.

Parking pricing is one of the most powerful tools available to encourage people to consider alternative travel choices, especially commuters. 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. Increasing public transit use is a critical requirement for intensification, sustainable transportation, as well as reducing road construction and maintenance costs. When parking is provided free of cost, or at an artificially low cost, people's choice is biased towards driving. Like most goods and services, demand for parking will not be restrained if it is free or very low in cost.

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. 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 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 the case of hospitals, subsidized employee parking results in excessive parking fees for patients and visitors. The cost of parking for housing is directly borne by the owner or passed on to the tenant in the rental rate.

² Unbundled pricing refers to the transparent or separate pricing of parking from building rents or purchase prices.

Excessive parking, whether required by municipal regulation or supplied by the developer increases the cost of housing. This is especially of concern for affordable housing projects where the cost of parking can be more than the land cost per unit and make the rental or purchase cost higher than it need be.

In order 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 2014, an Oakville Transit monthly pass is priced at \$105 per month. Therefore monthly parking charges for employees working in Midtown Oakville should be at least \$105 per month and preferably higher.

While the local municipality cannot force private developers to price parking at appropriate levels to encourage alternative travel modes and or recover the actual unbundled cost of providing it, they can implement zoning requirements that tighten the balance between supply and demand, and require more expensive garage parking in order to encourage the implementation of parking pricing. Managing parking in order to minimize or eliminate excess supply will foster an environment where parking fees can be introduced or increased to temper demand. This in turn will minimize wasted space, maximize revenue generation and enable supply control and price to influence people's consideration of alternative modes of travel. Managing supply will also minimize the area required for parking, thereby reducing development costs and supporting compact urban development.

The Town can play a critical leadership role in making sure that full cost unbundled parking pricing and supply management is implemented at its own facilities for both employees and visitors and in any public parking resources it provides for the use of other key development areas such as the downtown and the future urban core areas in North Oakville.

The Town can also play an important role in Midtown Oakville and other key development areas by providing a significant portion of the total supply in municipally owned shared public parking facilities which can be used to gradually reduce supply rates and increase prices over time in order to influence commuter mode choice.

While most municipalities play a significant to substantial role in providing shared parking resources in their downtown areas in order to promote economic development, many have not yet considered how to effectively integrate sustainable mobility or transportation demand management considerations into their parking system planning and operations. More recently, some progressive municipalities have begun to implement some of the considerations described above. For example:

- The City of Kitchener recently created a TDM coordinator position in the Transportation Planning department which also oversees the municipal parking operation;
- The City of Kingston consolidated Transit and Parking planning under one department;

- The Saint John Parking Commission has integrated transit planning and TDM into its strategic planning.

Several other municipalities are just beginning to consider how to integrate parking and transportation demand management strategies in order to support transit oriented development (TOD) in association with the implementation of high order rapid transit infrastructure.

The City of Calgary stands out as one of the larger municipalities that have incorporated both sustainable mobility and economic development considerations into their downtown parking strategy for many years. This strategy was developed many years ago, with a primary emphasis on influencing employee travel habits through supply and pricing management. This was achieved by adopting a mandatory cash-in-lieu policy that requires developers to limit the amount of on-site parking, currently to 50% of the maximum required in the zoning by-law. It also requires developers to pay a mandatory cash-in-lieu amount per stall to the municipality for the remaining 50% which is then utilized to develop municipally owned parking facilities in the downtown area. The strategic plan also called for the garages to be located on the periphery of the core along major commuter routes in order to intercept automobile traffic before entering the inner core area. The Calgary Parking Authority is now the second largest municipal operation in Canada. Parking charges in the downtown area for commuter parking are higher than in downtown Toronto. The Parking Authority also provides a substantial supply of short term visitor parking both on- and off-street.

The Calgary model was financially successful because the substantial investment in existing on-street and off-street parking facilities plus the cash-in-lieu payments generated enough funds to sustain the system. Building owners and/or developers were amenable to the plan because of the high demand for office space and the economic benefits of the cash-in-lieu program. It has also played an important role in supporting increased transit ridership by restricting supply and influencing market pricing for commuter parking. This program, in concert with substantial investment in new transit services including LRT lines and extensive commuter park and ride facilities, has resulted in the achievement of a downtown transit mode split of approximately 50%.

2.2 Urban Design Considerations

Parking policies can also be used to support good urban design by:

- minimizing the amount of overall parking required in zoning by-laws;
- discouraging surface parking;
- facilitating more compact urban development that is pedestrian friendly and easier to serve with public transit through the use of above or below grade parking structures that are well located and integrated with primary development;
- carefully planning the location of both municipal and private parking facilities to ensure they maximize the development potential of the area;
- including good quality and well thought out design features that set an example for development and project an image for the area the facility serves; and
- incorporating green building design features in surface lots or garages.

2.3 Economic Development Considerations

Parking policies can also foster sustainable economic development by:

- minimizing the amount of parking required in new development projects through appropriate zoning requirements;
- facilitating the use of shared parking within mixed use development sites and between nearby separate development projects;
- providing on street public paid parking that can be used to serve area developments and encourage a paid parking environment;
- encouraging the provision of well-designed and strategically located municipal parking facilities in key development areas 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.

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 approximately 1200 parking spaces with an estimated replacement cost of roughly \$40 million³. In return, the Town has expected the parking operation to be generally financially self-sustaining by recovering costs through user fees and enforcement revenue. This approach is similar to that employed by many municipalities in traditional downtown settings including for example Kitchener, Waterloo, Brampton, Burlington, Hamilton, Barrie, Oshawa and Kingston.

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.

The provision of municipally controlled public parking infrastructure in strategic locations can also encourage new commercial and institutional uses to locate within key development areas. Examples include:

- A new Sheridan College campus in the Mississauga City Centre,
- New Regional Courthouses in downtown Kitchener and Oshawa,
- Region of Waterloo office buildings in Uptown Waterloo, and the Regional Headquarters building in Kitchener,
- The University of Waterloo Pharmacy building in downtown Kitchener;
- Several University of Ontario Institute of Technology buildings in downtown Oshawa ;
- A new commercial office building in downtown Niagara Falls;
- MTO Regional Office building in downtown St. Catharines;
- A new Courthouse and Police Complex in downtown Saint John, New Brunswick;
- A new Provincial government building and conference centre in downtown Fredericton, New Brunswick.

Municipal parking can also serve to free up existing public and private surface parking lots for development. This in turn creates more compact urban development that puts more feet on the street to support local area business.

³ Replacement cost is the estimated “order of magnitude” current cost of providing the parking facilities.

3.0 The Transformation Challenge

The discussion in section 2 provided an overview of why parking matters when it comes to good urban planning. It is clear it can play an important role in shaping compact urban development, supporting good urban design, fostering sustainable mobility through transportation demand management and providing economic development assistance in key areas.

Sustainable development is now a common theme for urban growth. In the Greater Toronto area, the Provincial Places to Grow Act requires municipalities to target future growth within existing urban areas. The focus will be on intensification in traditional downtown areas, emerging mixed use centres, mobility hubs and along new rapid transit corridors. Transit Oriented Development (TOD) is the underlying principle for many growth plans. In Oakville, the catalyst for sustainable growth through TOD will be the implementation of Bus Rapid Transit along Trafalgar Road and Dundas Street and the development of the Midtown Oakville Mobility Hub.

The general assumption seems to be if you build major new high order transit facilities, the growth and transit riders will materialize. But in suburban areas parking is free of charge and in abundant supply and in urban areas it is often underpriced and inefficiently planned. In short, Parking matters a great deal and getting it right is critically important to maximize the return on investment in new transit infrastructure.

The primary parking related impediments to successful intensification are:

- Municipal zoning by-laws that require too much parking;
- Developer oversupply of parking in excess of by-law minimums;
- Low quality urban design for parking facilities;
- Underpriced or no parking pricing (especially for employees);
- Absence of a regional approach to TOD parking management.

In order to counteract these impediments, municipal parking policies should:

- Move from ensuring there is more than enough parking to providing less;
- Discourage surface parking and encourage garages;
- Require high quality urban design (including green building aspects) for surface lots or garages;
- Encourage shared parking both within individual mixed use development sites and in the general vicinity between separate sites;
- Maximize the supply of on street paid parking;
- Ensure that the municipality leads in supply management and parking pricing for parking resources that it provides;

- Fully integrate TDM and parking supply management considerations into the development approval process;
- Be based on similar TOD supportive parking management goals and objectives in the same region.

It is interesting to note that most downtown core areas in major cities achieve many of the objectives described above due to their dense nature, high order transit access and the presence of market based parking pricing. It is also interesting to note that a large portion of the parking facilities in these downtown core areas is open to the public as shared parking for the general vicinity. Most developments do not have enough on-site parking to satisfy their own demand. The concept of demand spillover from one site to another is irrelevant. Hence most off-street parking in core areas is a market priced business service which tends to allocate scarce parking resources efficiently and encourage the use of alternative travel modes through pricing signals. The challenge is how to foster this market oriented approach in TOD areas such as Midtown Oakville.

3.1 How Much Parking is Enough?

Donald Shoup argues in his 2005 book “The High Cost of Free Parking” that the removal of zoning requirements for on-site parking and market based pricing for on-street parking will lead building owners to supply enough appropriately priced parking to meet demand which will in turn lead to increased transit use, reduced congestion and more efficient land use. His motto is “Let Prices do the Planning”. Several municipalities have or are planning to implement his recommendation that on-street parking be priced at whatever level it takes to achieve 85% occupancy (San Francisco being the most notorious) and some are using the additional revenue generated to fund local area community improvements or TDM initiatives. However there has been some reluctance to simply abandon the use of minimum parking requirements, although there are many examples of parking exempt zones in smaller downtown core areas which have been implemented as development incentives.⁴ Abandoning minimum supply rates in non-downtown core areas where the practice of shared parking between separate buildings and development sites is not common could lead to localized parking shortages and overspill onto adjacent streets and properties. Although, these impacts could be mitigated if on-street paid parking is provided in designated areas and the municipality were to supply some off street parking as well. Calgary, Toronto and Ottawa have maintained minimum and maximum zoning by-law requirements even though they have carefully selected the supply rates to discourage commuting by car and encourage transit use.

Minimum parking supply rates for critical land uses should be based upon TOD principles that seek to increase transit use, carpooling and active transportation. The long term transit mode share target for employees in Midtown Oakville should be 20% to 25%. High density residential development

⁴ In Ontario, the downtown areas of Oakville, Oshawa, Niagara Falls, Brampton and Cambridge spring to mind.

based trips should be able to achieve a transit mode split share of approximately 30% in the longer term. These targets reflect those suggested in the Mobility Hub Guidelines prepared by Metrolinx in 2011.

Given the apparent propensity of developers to build more parking than the zoning by-law requires, especially in suburban areas, it is desirable to implement maximum parking supply limits and or minimize/eliminate the amount of surface parking permitted for key development types in order to encourage more compact development form and the implementation of private parking pricing.

Parking supply requirements for new development should also include provisions for bicycle facilities, car/van pool parking, auto share parking, and motorcycle/scooter parking.

3.2 Parking Supply Rates

3.2.1 Business Office Parking

A minimum parking supply requirement for office space of 2.5 spaces per hundred square metres of leasable floor area (LFA) should be adopted for Midtown Oakville. This rate is based upon a 25% transit and 5% active transportation mode share for office workers and assumes that 11.5% of workers carpool, resulting in an employee auto driver rate of 58.5%. Based upon a typical average employee density of 4.31 employees per hundred square metres and allowing for a typical employee absence rate of 10%, the resulting employee parking supply rate is 2.25 spaces per hundred square metres of leasable floor area. Allowing for a typical visitor parking demand rate of 0.25 spaces per hundred square metres, the total minimum supply requirement would be 2.50 or one space for every 40 square metres of leasable floor area (LFA).

Maximum parking supply limits should be established in order to facilitate compact urban development form, encourage transit use and contribute to the eventual establishment of a paid parking environment by eliminating excess parking supply. It is logical to assume that it may take some time for increased transit and reduced auto use to take effect, therefore initially; the maximum supply limits should be based on estimates of current parking demand which is approximately 3.6 spaces per hundred square metres LFA⁵. This will have the beneficial effect of tightening existing supply practices of developers and facilitating more compact development form in the short term while allowing for a gradual reduction in parking demand. The maximum limits should be reviewed on a regular basis and gradually decreased over time based upon surveys of office workers every three years.

⁵ Based upon 2006 Transportation Tomorrow Survey results for employees working in the Midtown Oakville area, the current transit mode split is approximately 5%, active transportation use a maximum of 2% and auto passenger use is only 6%. Using the floor space per worker density of 4.31 people per 100 square metres

A minimum reserved carpool parking allocation of 10% of the total supply should be required for all new office buildings. The reserved spaces should be conveniently located adjacent to the closest pedestrian entrance to the building from the parking facility, after accessibility parking requirements are met.

3.2.3 Smaller Scale Retail & Commercial Parking

Smaller scale retail and commercial uses found in traditional main street and downtown core areas or along intensification corridors exhibit significantly different parking characteristics than larger shopping centres. The retail, personal and business services located in these areas is often less intense in terms of parking and traffic demand than large shopping centres or suburban mixed use centres. The lower intensity is largely explained by the following factors:

- A significant portion of the customers are drawn from adjacent residents and businesses;
- A significant portion of the employees are also drawn from adjacent residential areas;
- A substantial portion of the businesses are independent owner operated that need to generate less business volume to be successful;
- A significant portion of the customers' park on one site and then walk to several others (i.e. shared parking).

The first two factors reduce parking demand because people walk, cycle or are dropped off in a car from adjacent areas rather than drive and park. The third factor reduces parking demand simply due to the lower volume of activity. The fourth factor reduces parking needs because people treat the overall area as one integrated mixed use centre with shared parking between separate properties.

Surveys conducted by BA Group and others at many downtown main street type mixed use areas indicate that overall peak parking demand in these locations is typically 3.0 spaces per hundred square metres of GFA or lower. This overall demand rate includes a wide range of commercial uses, including banks, real estate offices, medical offices and restaurants.

Many municipalities require parking to be provided in these mixed use main street areas at many different rates for different land uses. Unfortunately this often impedes new development or conversion projects because every time the use changes a different parking requirement applies, which may not be achievable on smaller building sites. It also makes it very difficult to determine the appropriate parking supply for larger new development projects where it is not known in advance just how the tenant mix will end up. This in turn leads to leasing challenges.

A single parking supply rate for general retail and commercial space would significantly mitigate the development impediments described above. A minimum supply rate of approximately 3.0 spaces per hundred square metres LFA (one space per 33.3 square metres) would be sufficient for retail, personal service, and real estate uses. A higher rate of 4.85 spaces per hundred square metres LFA

(one space per 20.6 square metres) for financial institutions and medical office uses when they exceed 10% of the total commercial LFA in a development should be required to recognize the higher parking demand they generate. These rates would more closely represent the rates included in the ULI Shared Parking report⁶ and those recently proposed for non-downtown core areas in the City of Toronto in their consolidated zoning by-law review. Restaurants are typically high demand generators that can create significant localized parking shortages and therefore should be required to provide parking at a higher rate of 9.0 spaces per hundred square metres (one space per 11.1 square metres).

Maximum parking supply rates of 4.0 and 10.0 spaces per hundred square metres for small scale retail/commercial and restaurant uses respectively should be established in order facilitate compact urban development and discourage excess parking supply.

Further reductions in supply could also be considered on larger mixed use development sites that could take advantage of the temporal differences in peak demands between office space and other land uses. The retail/commercial and apartment uses that are located in reasonable proximity to the GO station could also take advantage of the commuter park and ride facilities to meet some evening and weekend customer/ visitor parking demand.

3.2.4 Larger Scale Retail

Larger scale retail uses that operate in a big box or shopping centre type format amounting in total to approximately 15,000 square metres of floor space are included in the northwest quadrant of Midtown Oakville near the South Service Road.

Research conducted by the Urban Land Institute and International Council of Shopping Centres in 1999 concluded that centres over 600,000 sq. ft. gross leasable area (GLA) should be supplied with parking at a 4.5 ratio, centres from 400,000 to 600,000 sq. ft. at a sliding scale ratio between 4.0 and 4.5, and centres less than 400,000 sq. ft. at a 4.0 ratio. Up to 10% of the space could be used for restaurant, entertainment and cinema space without adjustment to the rates. Generally, the smaller the size of the centre, the lower the parking demand, because there are less stores to visit and customers duration of stay is lower.

Surveys conducted by BA Group at various shopping centre locations throughout the GTA have also confirmed that shopping centres less than 400,000 sq.ft. GLA require parking supply ratios of 4.0 stalls per 1000 sq. ft. or less in order to accommodate peak pre-Christmas demand.

⁶ "Shared Parking" Second Edition, Urban Land Institute and International Council of Shopping Centres.

Based upon research described above, it is recommended that the minimum parking requirement be set at 4.3 spaces per hundred square metres LFA (one space per 23 square metres) and the maximum rate be set at 4.85 spaces per hundred square metres LFA.

3.2.5 High Density Residential

Most municipal zoning by-laws require parking to be supplied for high density residential uses (i.e. apartment buildings) at rates well above one space per unit, often varying by unit type and with a separate requirement for visitor parking. In intensification nodes, some municipalities reduce the resident rates to 1.0 space per unit and let the market indicate to the developer how much more parking might be required to sell units. In addition, visitor parking is eliminated or reduced from typical rates of 0.25 spaces per unit, where municipal on or off-street parking is available in the area.

The City of Mississauga reduced its requirements for apartments to 1.0 space per unit with no visitor requirement for the high density City Centre area. They subsequently amended the by-law to require 0.15 spaces per unit in response to a few large projects that did not provide any visitor parking. Initially, most developers supplied parking at rates of approximately 1.35 to 1.5 spaces per unit including visitors. More recently, developers with smaller units are building at 1.0 space per unit for residents. Mississauga strongly encourages grade level commercial space in new residential projects and has recognized the benefits of shared parking by allowing the requirement for commercial parking and residential visitor parking to be shared in a common pool. The by-law requires the non-resident supply to be the greater of the residential visitor requirement (0.15 spaces per unit) or the applicable commercial requirement.

Parking requirements for high density residential uses in Midtown should be set at a minimum of 1.0 space per unit for residents and 0.15 spaces per unit for visitors. If the municipality provides a significant amount of on-street parking in the vicinity, cash in lieu payments should be accepted for the visitor parking component where the Town is satisfied the demand can be accommodated. Shared parking for the visitor component should also be permitted in mixed use projects.

Although rare, there has been some debate about the desirability of introducing parking supply maximums for high density residential development. The Town of Markham included a minimum and maximum of 1.0 space per units for residents and 0.20 spaces per unit for visitors in its zoning by-law for the Markham Centre urban growth area. The intent was to have developers prove why they needed more parking rather than simply allow overbuilding of supply. Subsequently, we understand the City has approved variances for larger three bedroom units in some projects, thereby limiting the increased supply to specific unit types. In the Midtown Oakville context, we do not think parking maximums should be implemented in the short term. However, the need for maximums in the longer term should be reassessed five years after adoption of the new plan.

3.2.6 Summary of Parking Requirements for Major Land Uses

Table 1 summarizes the recommended parking requirements for the major land use types planned for Midtown Oakville.

TABLE 1 RECOMMENDED PARKING SUPPLY RATES FOR MAJOR LAND USES IN MIDTOWN AREA

Use	Existing Minimum Supply Rate	Proposed Minimum Supply Rate	Proposed Maximum Supply Rate
Business Office	2.94 spaces per 100 m ² LFA in employment zones 2.5 spaces / 100 m ² LFA in C3A zones	2.5 spaces per 100 m ² LFA ¹	3.6 spaces per 100m ² LFA
Personal Service Establishment	2.5 spaces per 100 m ² LFA	3.0 spaces per 100 m ² LFA	4.0 spaces per 100m ² LFA
Retail Store	2.5 spaces per 100 m ² LFA	3.0 spaces per 100 m ² LFA	4.0 spaces per 100m ² LFA
Larger Scale Retail	5.55 spaces per 100m ² LFA.	4.3 spaces per 100m ² LFA	4.85 spaces per 100m ² LFA
Financial Institution	5.0 - 6.66 spaces per 100 m ² LFA	4.85 spaces per 100 m ² LFA	5.5 spaces per 100m ² LFA
Medical Office	4.31 - 5.55 spaces per 100 m ² LFA	4.85 spaces /100 m ² LFA	5.5 spaces per 100m ² LFA
Restaurant	5.5 to 10.75 spaces per 100 m ² LFA	9.0 spaces /100 m ² of LFA	10.0 spaces per 100m ² LFA
Apartments		1.0 space / unit for residents 0.15 spaces/ unit for visitors	None

Notes:

1. Where the non-office uses are greater than 10% of the total Office LFA, separate parking will be required for all such uses in accordance with this or the general Zoning By-Law requirement.

3.2.7 Shared Parking Considerations

In order to maximize parking and land use efficiency, it is important to recognize that parking space can be shared between various land use types, primarily because of the temporal variations in peak demand. For example, restaurant uses generate peak demand during lunch and dinner, but need less parking during the morning. Office uses generate peak demand during the day and very low demand during evenings and weekends. Therefore, the office parking could be used to meet the peak parking demand generated by restaurants during evenings and weekends.

In traditional downtown urban areas, parking is often shared amongst various uses on different lots, either formally or informally, even those lots with different ownership. This often occurs because most parking facility owners / operators charge a fee for parking and, therefore, are eager to generate parking business in off peak periods. For example, many office buildings in downtown Toronto keep their garages open for evening and weekend use by theatre and sports venue patrons as well as restaurant and retail customers. Municipal public parking facilities are perfect examples of shared parking because they provide a common pool of parking available to a wide variety of land uses, thereby maximizing the efficient use of public parking.

Allowing shared parking between separate lots and owners should be permitted in Midtown Oakville in order to facilitate reduced parking supply and enable garage owners to realize additional revenue generation opportunities. Generally speaking, shared parking could be permitted between lots located within 300 to 400 metres (984 to 1,312 feet) of each other and subject to registering an agreement on the title of both properties. However, some owners are reluctant to register an agreement on title because it encumbers their property. As an alternative, the local municipalities should investigate the legal merits of requiring a non-registered lease agreement, under which the beneficiary would be required to provide payment-in-lieu of parking if the non-registered lease agreement is terminated.

In order to capture the important benefits of shared parking, some municipalities provide a schedule in the zoning by-law that specifies parking demand percentages for time of day and day of week use. We have recently recommended that the City of Mississauga adopt area specific shared parking schedules for the City Centre area and for the Port Credit main street area in order to more accurately capture the different temporal and captive market effects in these locations whereby a substantial portion of the business activity is generated by adjacent workers and residents who are able to walk rather than drive to each business location. A draft shared parking schedule that could be applied in Midtown Oakville is provided in Table 2.

Mississauga also recognizes the benefits of shared parking for grade level commercial space associated with high density residential development in the City Centre area by allowing the requirement for commercial parking and residential visitor parking to be shared in a common pool. The by-law requires the non-resident supply to be the greater of the residential visitor requirement (0.15 spaces per unit) or the applicable commercial requirement. This approach could be adopted for the predominantly residential area on the west side of Trafalgar Road.

Kitchener has recognized potential shared parking benefits related to its recent implementation of Mixed Use zones along intensification corridors by allowing 10%, 20% and 30% reductions in the non-residential parking requirements for mixed use projects in these locations. This approach is simpler to use than the shared parking schedule method, but may be quite coarse for certain land use mixes and larger development projects. This simplified approach might be sufficient for Midtown Oakville if the Town is clearly amenable to varying the by-law parking requirement further if demonstrated by a site specific study.

TABLE 2 POTENTIAL SHARED PARKING SCHEDULE FOR MIDTOWN OAKVILLE

Use	Percentage of Peak Period ¹			
	Morning	Noon	Afternoon	Evening
Business/ Medical/Real Estate Office	100 (10)	90 (10)	95 (10)	10 (10)
Financial Institution	70(90)	75(90)	100(90)	80(20)
Retail Store / Personal Service/Art Galleries/Museums/Repair Establishments	50 (50)	50 (75)	70 (100)	75 (10)
Restaurant / Take-out Restaurant	25 (20)	65 (90)	25 (50)	100 (100)
Hotel - Rooms	50 (70)	25 (25)	25 (25)	65 (50)
Hotel – Function Space	95(95)	100(95)	90(90)	95(95)
Residential – Resident	90 (90)	65 (65)	90 (90)	100 (100)
Residential – Visitor	20 (20)	20 (20)	50 (60)	100 (100)

Notes:

1. 00 – Indicates weekday peak period percentage, (00) indicates weekend peak period percentage.
2. Hotel Function space includes restaurants, meeting rooms, banquet and conference facilities.

3.3 Parking Design Considerations

In addition to preparing a zoning bylaw that seeks to tighten the balance between parking demand and supply and reduce parking demand over time, it is also important to facilitate more compact urban development and a high level of urban design by implementing design requirements for the provision of parking. Where surface lots are provided it is important that they be designed to be sustainable from an environmental perspective, be well landscaped and screened, and facilitate easy pedestrian movement between buildings and public streets. Where parking is provided in above grade decks or a garage it is important that it is well screened or integrated with the development and that grade related commercial space be provided along street frontages or major pedestrian routes.

The “Designing Midtown Oakville” urban design guidelines prepared by Urban Strategies Inc. outlines urban design considerations regarding the provision of underground/above grade parking decks and surface parking lots, including the location of, pedestrian access to/from and through the facilities, landscaping and the use of porous paving materials.

It is also important that parking space and size and aisle requirements reflect the need to minimize surface area while accommodating the expected vehicle population with a reasonable level of service. Based upon our considerable research into the most appropriate parking size requirements, we recommend that the by-law include minimum stall widths of 2.6 metres, minimum stall lengths of 5.2 metres and a minimum access aisle width of 7.0 metres for 90 degree perpendicular parking. Minimum design requirements should also be established for parking aisle end islands that facilitate efficient and safe turning at the end of the aisles. The location of structural columns and walls in

relation to parking space design should also be stipulated in order to ensure that reasonable maneuvering convenience and safety is provided in above or below grade parking garages.



3.4 Bicycle Parking Considerations

The provision of adequate, safe and convenient bicycle parking and support facilities are important to encourage increased cycling as a regular mode of transportation for both commuters (employees) and visitors to commercial, institutional, recreational and residential uses in Midtown Oakville. In contrast the absence of these facilities will deter regular cycling for non-recreational purposes. Increased cycling will reduce the growth in vehicle trips and future parking needs as well as support more sustainable urban travel patterns.

Based upon a review of the recent City of Toronto study and best practice information provided by the Victoria Transport Policy Institute, we suggest the town adopt bicycle parking requirements for the Midtown Oakville that require a secure and covered supply for approximately 4% of the estimated employee load for all non-residential uses. In the case of office space this would amount to 0.17 spaces per 100 m². For retail and restaurant and personal service uses, the requirement for employee bicycle parking would be 0.085 per 100 m².

For visitor bicycle parking a similar goal of providing enough space for approximately 4% of the visitors should be considered. In the case of retail/personal service/restaurant uses, this would require 0.25 per 100 m². For office space, the requirement for visitors would be about 8% of the employee demand or 0.014 per 100 m²; however, the greatest demand for visitor bicycle parking in downtown core areas of large cities is for courier deliveries, which could increase the rate to 0.03.

Bicycle parking should also be provided for high density residential buildings, townhouses and horizontal multiple dwellings which do not have exclusive use garages and driveways. The City of Toronto recently reviewed its requirements and concluded that the existing rate of 0.75 spaces per unit including 90% for residents and 10% for visitors was sufficient for the city except in the downtown core where it should be increased to 1 space per unit. The parking has to be provided in a secure weather protected area of the building which would include bicycle racks in a monitored area, a limited access room or garage and bicycle lockers. The 0.75 rate would be sufficient for the Midtown Oakville. The visitor parking component can be met through external or internal bike racks which do not have to be in a secure area, but should be visible and weather protected.

The recommended Bicycle parking requirements are summarized in Table 3.

TABLE 3 BICYCLE PARKING SUPPLY REQUIREMENTS

Use	Bicycle Parking Standard
Office Uses	0.17 spaces per 100 m ² GFA staff plus 0.03 spaces per 100 m ² GFA visitor
Retail Uses	0.085 spaces per 100 m ² GFA staff plus 0.25 spaces per 100 m ² GFA visitor
All other non-residential uses	4% for staff and 4% for visitors
Residential Apartments & Townhomes	0.68 resident spaces per unit 0.07 visitor spaces per unit

Notes:

1. Residential requirement applies to apartments and townhouses that do not have an exclusive garage.

It is also important that shower and change facilities be provided for employee cyclists in order to encourage the use of this alternative travel mode. The Cities of Toronto and Vancouver require washroom, change and shower facilities for each gender. Toronto requires one shower/change facility for each gender in non-residential buildings greater than 20,000 m² (215,300 sq. ft.) while Vancouver requires one facility per gender when 4 to 29 employee bicycle spaces are required and one additional facility per gender for every 30 spaces thereafter. Converting the Vancouver shower/change room requirement to square metres suggests that an office building would have to be 2,353 m² GFA (i.e. approximately 25,000 sq. ft.) before shower/change facilities are required. For retail/restaurant/personal service uses, the floor area would have to be 4,705 m² (approximately 50,600 sq. ft.). The Vancouver by-law also requires clothing lockers at 0.7 times the number of employee parking spaces provided.

It is recommended the Town apply an exemption threshold for renovations and small developments that may find it onerous to comply with the recommended bicycle parking provisions. The exemption

limit in Toronto of 20,000 square metres (215,300 sq. ft.) is significantly larger than any potential non-residential development that will occur in Midtown Oakville. We therefore recommend applying the exemption limit based on the Vancouver by-law of 2,325 square metres (25,000 sq. ft.) for office developments and 4,705 square metres (50,650 sq. ft.) for retail/restaurant/personal service uses. The Vancouver requirements should be applied to Midtown Oakville as outlined in Table 4.

TABLE 4 SHOWER/CHANGE FACILITY REQUIREMENTS

Required No. of Employee Bike Spaces	Number of Shower Stalls per gender
0-4	0
5-29	1
30-59	2
60-89	3
90-119	4
120-149	5
150-179	6
over 179	7 plus 1 for each additional 30 bike spaces

Note: Each gender will also require a change and washroom facility, including storage lockers equal to 0.70 times the number of employee parking spaces provided.

In summary, the Town should implement the bicycle parking and shower/change facility requirements outlined in Tables 3 and 4 into the Zoning By-law for Midtown Oakville. Developments that require less than 5 bicycle parking spaces in total should be exempt from the requirements. This would exempt office buildings less than 2,353 square metres GFA and all other commercial space less than 4,705 square metres GFA from providing the shower/change facility requirements.

4.0 Parking Management Plan

4.1 An Integrated Parking & TDM Approach

In order to facilitate transit oriented development (TOD), good urban design and sustainable economic development in Midtown Oakville, the Town will need to ensure that:

- Improved transit service is provided in the area in conjunction with Metrolinx, and the Region;
- Transit supportive parking policies and zoning requirements are implemented;
- Transportation Demand Management Programs are made available;
- Strategically located municipal shared parking resources are provided.

A substantial investment in improved transit service will be provided as described in the introduction. Transit supportive parking policies and zoning requirements are described in Section 3.

As mentioned in Section 2, some municipalities are beginning to realize the synergies between TOD parking management, transportation demand management, transit planning and active transport. Planning for all of these components in an integrated approach, referred to as mobility management, is critically important to achieve successful transportation and urban planning outcomes in key development areas like Midtown Oakville.

People are less likely to switch from single occupancy vehicle driving to carpooling, transit, cycling or walking if they cannot easily access car transport for occasional use for personal or business trips or in a personal emergency. The provision of auto sharing services in the area for short term travel by car will allow people to use alternative travel modes more confidently and eventually reduce their level of car ownership. The provision of a guaranteed ride home service (using auto share or taxis) for personal emergencies will also boost the use of alternative modes. The provision of discounted transit passes when purchased for a full year or as part of an employer bulk purchase program will encourage more transit use, when commuter parking pricing at least at the same monthly cost as a transit pass is also implemented.

All of these important TDM services should be provided in order to facilitate sustainable mobility and TOD in Midtown Oakville. The Town could arrange for Smart Commute Halton to provide an education and outreach program for new employers in the area and to implement a carpooling program. The Town should also subsidize (from parking revenues generated in the area) the operation of a private car sharing service until sufficient demand is achieved for the program to be financially viable. This approach has recently been adopted by the City of Mississauga in their City Centre with some success. Oakville Transit should coordinate the provision of a discount transit pass program for area residents or employees either independently or through Smart Commute Halton.

4.2 Municipal Shared Public Parking Resources

The concept plans for Midtown Oakville include curbside parking on one side of most streets and off-peak parking on the opposite side of some major streets. On-street parking should be maximized throughout the area due to the traffic calming, security (i.e. eyes on street), convenience and low construction cost benefits associated with it. These on-street parking spaces should be operated as paid parking just like they are in downtown Oakville and implemented as soon as the streets are constructed.

The Town should also play an important role in providing shared public parking resources for the area by planning to construct municipal facilities in two strategic locations:

- Beneath the proposed Civic Centre block on the west side of Trafalgar Road;
- In the south central area of the office precinct on the east side of Trafalgar Road.

The municipal garage beneath the Civic Centre block will provide parking to service the Civic centre uses as well as some of the demand for the office commercial uses in the immediate vicinity. It appears an underground garage would be able to provide approximately 550 spaces on each level. The development concept indicates approximately 43,000 square metres of civic uses; including some retail space can be accommodated on this block from a built form perspective. Depending on the type of Civic uses provided, a two level or three level garage with approximately 1100 to 1650 spaces might be required. Since a large portion of the garage would be required to support Civic Centre uses, up to 550 spaces might be made available to support nearby commercial development.

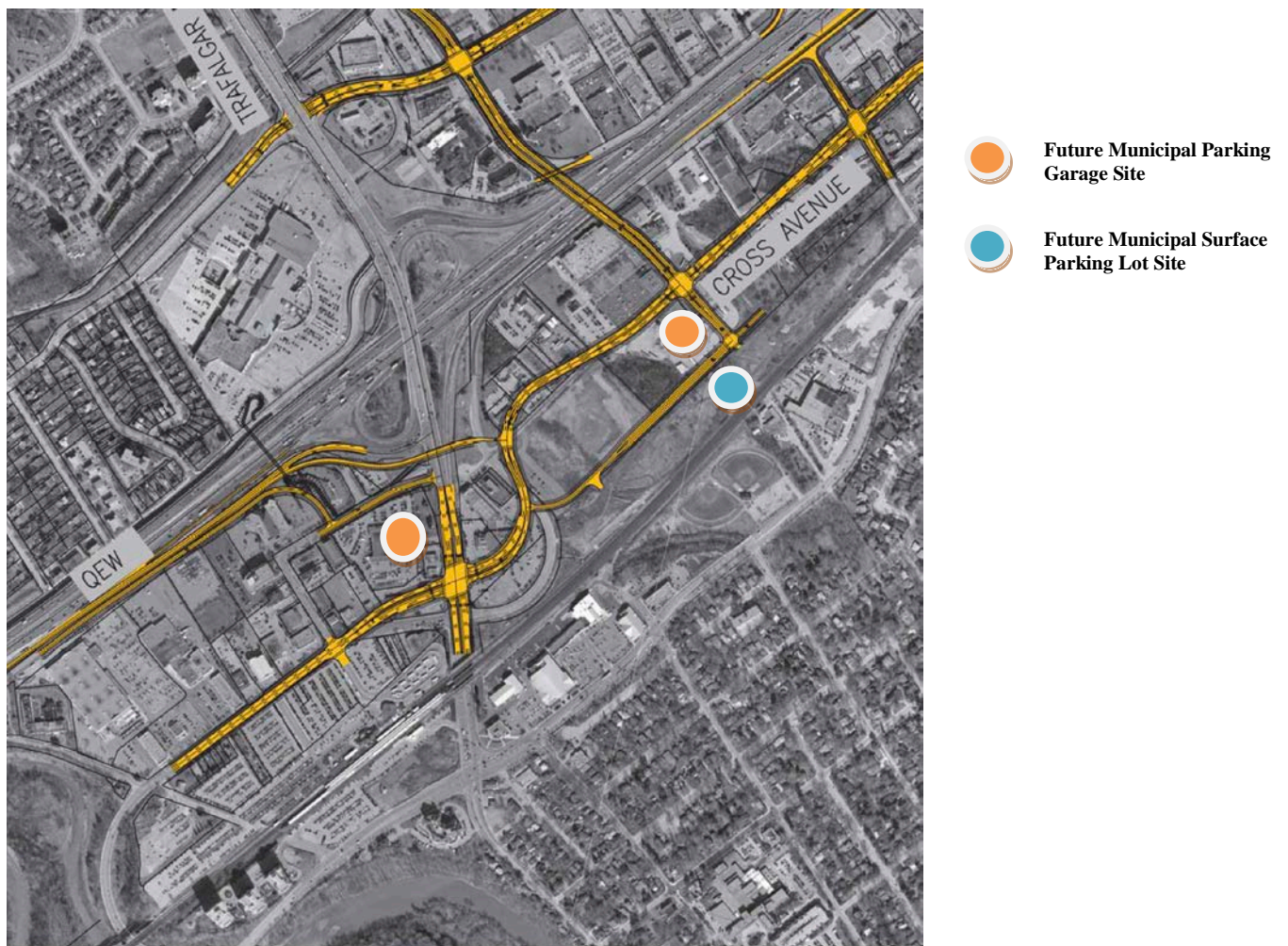
Municipal shared public parking resources in the *east side* office precinct would provide employee and visitor parking for office and retail uses within 400 metres of a development site. Based upon a review of the development potential in the eight blocks between Trafalgar Road and the new public street crossing of the QEW, a demand for approximately 3600 parking spaces would ultimately be generated by some 145,000 square metres of office space at the targeted ratio or 2.5 spaces per hundred square metres described in section 3.2.1. A municipal parking supply of 900 to 1200 spaces representing approximately one quarter to one third of the overall supply would accomplish the following important objectives:

- allow the eight privately owned office blocks to develop with one level of underground parking and minimal surface and above grade parking, thereby facilitating better urban design and more density;
- provide parking for commercial development at lower cost than the private sector could in many smaller garages,
- allow the municipality to facilitate a gradual reduction in employee parking supply ratios over time and also exert a strong influence on parking pricing.

These shared municipal public parking resources could be supplied in a parking garage on one of the development blocks, by using the hydro right of way to provide surface parking (as also proposed by Metrolinx for commuter parking) or a combination thereof.

The site for an east side municipal public parking garage should be selected on the basis that it provides for an efficient garage design, allows for grade level retail/commercial space and can be easily constructed in stages in order to minimize upfront costs.⁷ It should be located west of and close to the proposed new public street crossing of the QEW. Figure 2 illustrates a potential location for a garage.

FIGURE 2: POTENTIAL MUNICIPAL PUBLIC PARKING LOCATIONS



Source: Town of Oakville – Preliminary Street Concept Plan

⁷ The garage site should be able to accommodate at least three parking modules or 54 metres in width and a minimum length of approx. 85 metres in order to accommodate internal sloped floor ramps. Minimum land cost would likely be in the \$1.6 million range, allowing for a 60 by 90 metre site to accommodate setbacks and landscaping.

The Town should also work with Metrolinx to utilize a portion of the proposed future park and ride surface parking in the Hydro Corridor, to meet some of the office-commercial space parking demand as this would:

- reduce the cost of providing municipal off street public parking exclusively in garages;
- ensure both the municipal and commuter parking facility utilization is maximized;
- help set a market price for both commercial and commuter parking;
- assist in achieving the broader planning objectives of increased development density;
- encourage park and ride commuters to consider alternative access modes to the station⁸.

It should also be noted that a mixed use environment on the east side of Trafalgar Road that includes residential and retail commercial space as well as office space, would provide more evening and weekend demand for the municipal parking, thereby generating more efficiency of use and increased revenue to assist in funding the parking.

4.3 Parking & TDM Funding Considerations

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

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

These potential revenue sources should also be used to finance TDM initiatives that reduce the need for future parking facilities, promote sustainable mobility and facilitate TOD.

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.

⁸ As the 5400 apartment units are developed on the west side of Trafalgar Road, these local residents who work in Toronto and travel by GO would likely offset any loss in GO train ridership associated with reduced park and ride commuter parking. The additional 7200 employees located in the new office development on both sides of Trafalgar Rd. would also provide local employment opportunities for Oakville residents, thereby reducing the need to commute into Toronto.

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.

Generally, the emphasis should be on 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.

4.3.1 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 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 (PIL) 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.⁹ Using \$35,000 per stall, a 50% cash in lieu rate would be \$17,500, which exceeds the estimated current \$13,000 cost per space of providing parking in a surface lot including land costs. If this is the case, it might be necessary for the Town to use a lower payment in lieu rate in the short term that approximates the cost of a surface lot in order to allow developers to remain competitive with other suburban alternatives. If the Town initially provided surface lot parking rather than a garage, the PIL rate would be set at 50% of the estimated cost of the surface parking space, including land costs. 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.

⁹ 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 Midtown Oakville to indicate where the program would apply and to provide guidance regarding appropriate application and costs. A draft outline of such a policy is provided below:

In Midtown Oakville, 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 payment 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 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.

4.3.2 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.

Initially, payment in lieu (PIL) fees could be set at 50% of the cost of a surface space assuming the Town begins supplying municipal parking in surface lots. When it develops parking in a garage, the payment in lieu rate could be set as high as \$17,500 per stall which represents 50% of the cost of an above ground garage space. With this PIL rate a monthly parking fee of \$125 to \$150 per month would be required to recover initial capital and operating costs. This rate would be well above the current cost of a monthly transit pass (i.e. \$105) and therefore be transit oriented development (TOD) supportive in terms of encouraging people to use public transit rather than drive. The rate could be reduced if some of the other funding sources described below are available. However, the other funding sources should not be used to reduce commuter parking rates below the cost of a monthly transit pass as this would encourage auto use and not be TOD supportive.

In Midtown, short term hourly rates for off-street public parking 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. Some side street on-street parking could be priced lower and have longer parking time limits depending upon demand.

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 public or private parking garages over the medium and long term.

Consistent TOD Parking Pricing for GO and Municipal Parking

It is important to note that monthly parking fees for the GO Station Park and Ride commuter parking lots should be similar to those that would be charged by the Town for public parking facilities that it develops in the area. This would provide a consistent approach to creating TOD supportive parking fees and would ensure office workers did not use the GO lots if they would be significantly cheaper than the Town supplied municipal shared parking facilities or that GO parkers do not spill over into municipal or private parking facilities. Given the critical importance of TOD pricing consistency, it might be beneficial to have the Town operate the commuter parking on the east side of Trafalgar Road. This might also provide the Town with some interim flexibility in terms of using the surface lots for new office development in advance of building a garage, if the relocation of the GO Commuter parking from the west side of Trafalgar Road was not yet required.

4.3.3 Development Charges

We understand 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 Midtown Oakville. However, the funding would be shared with the existing commercial areas and would not fully finance future development costs in Midtown. The net capital costs after receipt of payment in lieu funds would also have to be considered. However, this potential source of garage funding should not be used to create commuter parking pricing that is below the cost of a monthly Oakville Transit pass as this would not be TOD supportive.

4.3.4 Tax Increment Financing

The new Municipal Act 2001 introduced by the Province 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 a long time for details to be worked out and approved by the province. A Directed Tax Reserve could include the use of the realty tax uplift associated with higher order development in Midtown Oakville 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 the two parking garages, which are a critical component in achieving the urban planning vision for Midtown.

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 would require 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 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 were 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 might 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.

4.3.5 Public Private Partnerships

The Town should also consider potential opportunities to deliver parking infrastructure through partnerships and collaboration on specific development projects, 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, transportation demand management, and economic development. For example, the east side above ground parking garage, combined with grade level commercial space might be developed as a public-private partnership.

In order to achieve the primary goals described above, it is important 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 the Town maintain control over the design of the garage to

ensure it meets reasonable urban design, functional design and life cycle cost considerations. As an example, 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.

A detailed evaluation of the financial costs would also be required in order to ensure that the Town was not paying more for the parking than it would otherwise be able to do on its own.

4.3.6 East Side Municipal Parking Funding Example

As mentioned earlier in section 4.2, it is desirable that the Town work with Metrolinx to provide some municipal off-street public parking for the east side of Trafalgar Road in the Hydro right of way where Metrolinx expects to also provide commuter park and ride surface parking. This will minimize the need for future more expensive garage parking and allow the Town to minimize up front capital costs for land acquisition because the hydro lands would be leased over time. Although there could be several allocation options, for illustration purposes we have assumed that the Town ultimately provides 550 spaces in an above grade garage outside the Hydro right of way and 550 spaces within the Hydro right of way for a total of 1100 spaces over the long term build out of the area.

The Town would initially start out by acquiring the site for the future parking garage in the area illustrated on Figure 2, probably at a cost of approximately \$1.6 million (using 2014 land values), thereby ensuring that it could build a future garage when necessary. Approximately 170 surface parking stalls could be provided on an interim basis until a garage was needed, which would cost approximately \$0.50 million to construct, bringing the total cost of the surface lot to approximately \$2.1 million. In order to recover the cost of the lot on a break even basis over a twenty five year period, monthly parking rates of approximately \$100 (excluding taxes) would be required.¹⁰ With HST, the \$113 monthly rate would be just above the current cost of a monthly transit pass and is therefore transit supportive in terms of price. The Town could build the lot and lease it out to GO Commuter park and ride customers until an new office building is proposed nearby at which point the Town could lease it to office employees. The monthly cost could be reduced by the amount of payment in lieu contributions obtained by the office developer, although this is not desirable from a transit supportive development perspective. Assuming the Town set the payment in lieu amount at 50% of the cost of providing the surface lot (\$6,200 per space), they would collect approximately total of \$1.0 million if the entire 170 space supply was used by a developer to reduce their need for on-site parking in the area. Given the 50% cost reduction and the increased density on the office site facilitated by less required on-site parking, the payment in lieu option should be attractive to the developer.

¹⁰ This assumes the entire \$2.1 million is financed at 5% per annum over 25 years at an annual cost of approximately \$150,000 plus \$50,000 per year in annual operating costs for a total of \$200,000 per year.

When Metrolinx has decided to proceed with the east side surface parking in the Hydro right of way, the Town would pay for 550 of those spaces on the assumption that they will be leased out for commuter park and ride customers or future office workers in the area, as the Town determines. Given that the Hydro lands would likely be leased on an annual basis, the Town would have to spend approximately \$3,000 per space or \$1.65 million to construct the spaces, perhaps \$175,000 per year to lease the land from Hydro and another \$140,000 per year to operate the spaces (all in 2014 dollars). If the capital cost of the surface lot is financed over 25 years, the annual cost would be approximately \$120,000 per year. Therefore, the total cost of the Hydro surface lot per year would be \$435,000 or \$790 per space. In order to recover costs, the spaces would be leased out at approximately \$65 per month, excluding HST. However, the Town could use any payment in lieu fees it collected from the initial surface lot north of the Hydro right of way (i.e. up to \$1.0 million) described above to reduce the cost of the Hydro lot, or invest it until it is required to fund future parking facilities.

In the longer term, the Town would eventually construct a parking garage on the north lot when demand warranted and sufficient payment in lieu fees have been collected for the spaces in the Hydro lot. At a minimum, the Town would collect \$6,200 per space or approximately \$3.4 million from the Hydro lot and perhaps an additional \$1.0 million from the north surface lot (and current garage site) which would be allocated to the new garage construction. The cost of the 550 space garage would be approximately \$19.25 million in 2014 dollars, less the \$4.4 million PIL recovery from the Hydro lot, leaving \$14.85 million to finance. The annual finance charges on the garage would be approximately \$1.0 million and operating costs would be approximately \$300,000 per year for a total of \$1.3 million. This would require a monthly lease rate of approximately \$200 per space to achieve long term cost recovery. However, the monthly lease rate could be reduced if the cost was averaged over both the garage and the Hydro surface lot, resulting in a rate of approximately \$135 per month for all parkers. The Town would then collect PIL funds from future development projects that would reduce debt service costs over time. The new PIL payment would then be set at approximately 50% of the per space garage cost (i.e. approximately \$17,500 per space) or the estimated cost of a surface space on nearby commercial land, whichever was less.

It should be noted that over the long term; land values, PIL payments and monthly lease rates for parking would increase which should generally result in improved financial recovery compared to the estimates illustrated above. Any Development charge and tax increment financing payments or financial benefits associated with grade level commercial development in the garage would further improve the financial recovery of the garage development costs.

4.4 Implementation

In order to implement the key aspects of the TOD Parking Management Plan for Midtown Oakville, the Town should:

1. Plan to maximize on-street paid public parking availability on all of the area streets.
2. Designate in key planning documents, potential future locations for off-street municipal shared parking facilities including:
 - a) An underground garage on the Civic Square block on the west side of Trafalgar Rd.;
 - b) An above ground garage with grade related commercial space in the southeast corner of the Trafalgar District (see figure 2);
 - c) Surface parking in the Station District Hydro corridor on the east side of Trafalgar Rd. that could also be used for GO Park and Ride.
3. Incorporate into the Midtown zoning bylaw, the parking supply requirements for major land uses summarized in Table 1 of this report, and include an allowance for shared parking reductions.
4. Incorporate into the Midtown zoning bylaw, a minimum parking stall size requirement of 2.6 metres in width by 5.2 metres in length and a minimum aisle width of 7.0 metres for ninety degree perpendicular parking.
5. Incorporate into the Midtown zoning bylaw, the bicycle parking and end of trip facility requirements from Tables 3 and 4 of this report.
6. Incorporate into the zoning bylaw, urban design requirements that minimize the amount and location of surface parking facilities on development sites and encourage the use of screened above grade or below ground parking facilities.
7. Establish a Payment in Lieu Fund for Midtown Oakville into which payments for specific development projects will be deposited and utilized for providing future public parking facilities and TDM initiatives to reduce future parking demand.
8. Acquire the future parking sites illustrated on Figure 2 and establish an interest in building 550 surface spaces in the east side Hydro right of way that the Town would use for GO commuter park and ride (initially) or office parking.

9. Work with Metrolinx to:
 - a) Establish a paid parking environment for GO Park and Ride facilities that will encourage people to access the Station via transit, walking or cycling and reduce the need for future parking;
 - b) Manage the east side surface parking in the Hydro corridor in order to accommodate *both* area employees in new development and GO Train commuters, perhaps best achieved by having the Town manage the facilities under their current parking regime.

10. Provide over time, TDM initiatives to decrease single occupant vehicle travel and future parking demand such as:
 - a) A car-pool ride-matching service for area employees through Halton Smart Commute;
 - b) A car share service (through a commercial service provider) for residents and employees in the area who regularly take transit, walk or cycle, but who need occasional access to a car for business and personal trips;
 - c) A bulk discount transit pass purchase program for major employers or building owners in the area (perhaps through Halton Smart Commute).
 - d) Provide secure employee bicycle parking in future off-street municipal parking facilities.

5.0 Conclusions & Recommendations

- 1.0 The Town of Oakville, Metrolinx and the Region of Halton are actively working together to complete planning for Midtown Oakville, a major Mobility Hub centered around the Trafalgar Road Go Transit Station as illustrated conceptually on Figure 1.

The Mobility Hub Guidelines prepared by Metrolinx provide direction on how to maximize transit ridership and optimize compact urban development around station areas by providing seamless mobility, a high standard of urban place making and successful implementation.

Strategic Parking Management is one of the key ingredients identified by Metrolinx for success.

- 2.0 Recently, many municipalities and some developers have realized that parking can be a powerful tool to achieve a variety of community objectives. An effective parking management strategy can:

- Encourage the use of sustainable transportation alternatives;
- Foster compact urban development and good urban design;
- Provide for a more efficient use of public and private parking resources;
- Encourage and support sustainable economic development;
- Generate parking revenues that can be used to improve development economics and fund TDM initiatives.

- 3.0 The primary parking related impediments to successful Transit Oriented Development (TOD) are:

- Municipal zoning by-laws that require too much parking;
- Developer oversupply of parking in excess of by-law minimums;
- Low quality urban design for parking facilities;
- Underpriced or no parking pricing (especially for employees)
- Regional consistency or equity in parking management

In order to counteract these impediments, municipal parking policies should:

- Move from ensuring there is more than enough parking to providing less;
- Discourage surface parking and encourage garages;
- Require high quality urban design (including green building aspects) for surface lots or garages;

- Encourage shared parking both within individual mixed use development sites and in the general vicinity between separate sites;
- Maximize the supply of on street paid parking;
- Ensure that the municipality leads in supply management and parking pricing for parking resources that it provides;
- Fully integrate TDM and parking management considerations into development planning;

4.0 Parking supply requirements for Midtown Oakville should be TOD supportive, but allow for a carefully managed transition over time from current parking demand characteristics. With this in mind, it is recommended that the following parking supply requirements be implemented for major land uses in the area:

- a) for *office uses*, a minimum of 2.5 and a maximum of 3.6 spaces per hundred spaces per hundred square metres of leasable floor area(LFA) with 10% of the spaces dedicated as reserved car pool spaces ;
- b) For *small scale retail/personal service uses*, a minimum of 3.0 and a maximum of 4.0 spaces per hundred square metres LFA;
- c) For financial institutions and medical offices, a minimum of 4.85 and a maximum of 5.5 spaces per hundred square metres LFA;
- d) For *large scale retail/commercial uses*, a minimum of 4.3 and a maximum of 4.85 spaces per hundred square metres LFA;
- e) For *restaurant uses*, a minimum of 9.0 and a maximum of 10.0 spaces per hundred square metres LFA;
- f) For *apartment uses*, a minimum of 1.0 space per unit for resident parking and 0.15 spaces per unit for visitor parking;
- g) Compatible land uses should be allowed to share parking in order to reduce costs and increase efficiency as described in Section 3.2.7 of this report;
- h) Payment in Lieu of providing parking should be considered by the Town for residential visitor parking and all commercial parking uses where it is determined that sufficient public parking will be available in the area to accommodate the demand;

- i) Parking supply requirements for new development should also include provisions for bicycle facilities as described in Section 3.4 of this report.

5.0 Where surface parking lots are provided on private development sites or as public parking, it is important that they be designed to; be sustainable from an environmental perspective, be well landscaped and screened, facilitate easy pedestrian movement between buildings and public streets, and be functionally effective while minimizing the consumption of land.

Minimum parking space dimensions stall of 2.6 metres in width, 5.2 metres in length and a minimum access aisle with of 7.0 metres for 90 degree perpendicular parking should be provided. Minimum design requirements should also be established for parking aisle end islands that facilitate efficient and safe turning at the end of the aisles. The location of structural columns and walls in relation to parking space design should also be stipulated in order to ensure that reasonable maneuvering convenience and safety is provided in above or below grade parking garages.

6.0 The concept plans for Midtown Oakville include a significant number of on-street parking spaces that will be convenient to use, provide traffic calming and security benefits (i.e. eyes on the street) and be constructed/operated at low cost. These on-street parking spaces should be operated as paid parking just like they are in downtown Oakville and implemented as soon as the streets are constructed.

7.0 The Town should play an important role in providing shared off street paid public parking for the entire area by planning to construct municipal parking resources in two strategic locations:

- Beneath the proposed Civic Centre block on the west side of Trafalgar Road;
- In the south central area of the office precinct on the east side of Trafalgar Road.

The municipal garage beneath the Civic Centre block will provide parking to service the Civic centre uses as well as some of the demand for the office commercial uses in the immediate vicinity. Depending on the type of Civic uses provided, a two level or three level garage with approximately 1100 to 1650 spaces might be required, with up to 550 spaces available for use by nearby commercial development.

Municipal public parking resources in the east side office precinct would provide employee and visitor parking within approximately 400 metres of a development site. This parking should be provided in a garage on one of the development blocks along the south edge of the precinct across from the Hydro corridor *and also* by using a portion of the Hydro Corridor for surface parking that would serve *both* GO commuters and office workers. A municipal parking

supply with 900 to 1200 spaces representing approximately one quarter to one third of the overall supply would accomplish the following important objectives:

- allow the eight privately owned office blocks to develop with one level of underground parking and minimal surface and above grade parking, thereby facilitating better urban design and more density;
- provide parking for commercial development at lower cost than the private sector could in many smaller garages,
- allow the municipality to facilitate a gradual reduction in employee parking supply ratios over time and also exert a strong influence on parking pricing.

The site for the east side garage should be selected on the basis that it provides for an efficient design, allows for grade level retail/commercial space and can be easily constructed in stages in order to minimize upfront costs.

The locations for future municipal parking illustrated on Figure 2 should be included in the appropriate planning documents for the area.

- 8.0** Payment in lieu (PIL) and user fees will likely be the primary source of funds for new municipal parking facilities in the area, perhaps supplemented with development charge revenue or tax increment financing over the medium to longer term.

The payment in lieu fee should be set at approximately 50% of the estimated cost to provide parking. Initially, this rate would probably be set at 50% of the cost of a surface parking stall assuming the Town starts out with a surface lot on the east side office precinct. Ultimately, the rate would be set at 50% of the cost of an above ground garage space or the cost of a surface parking space, whichever is less.

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. Ultimately this will result in monthly parking fees of \$125 to \$150 per month in order to reflect the cost of more expensive above ground garage parking. These monthly rates would be well above the current cost of a monthly transit pass (i.e. \$105) and therefore be TOD supportive in terms of encouraging people to use public transit rather than drive.

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 public or private parking garages over the medium and long term.

It is important to note that monthly parking fees for the GO Station Park and Ride commuter parking lots should be similar to those that would be charged by the Town in order to provide a consistent approach to creating TOD supportive parking fees and ensure that office workers in the area did not use the GO lots because they were significantly cheaper than the municipal parking facilities. Given the critical importance of TOD pricing consistency, it might be beneficial to have the Town own and operate the commuter parking on the east side of Trafalgar Road.

- 9.0** An implementation summary is provided in Section 4.4 that reflects the conclusions and recommendations provided above.