

TO:	CHAIR AND MEMBERS PLANNING AND ENVIRONMENT COMMITTEE MEETING ON DECEMBER 4, 2017
FROM:	KELLY SCHERR, P.ENG., MBA, FEC MANAGING DIRECTOR ENVIRONMENTAL & ENGINEERING SERVICES AND CITY ENGINEER and GEORGE KOTSIFAS, P.ENG. MANAGING DIRECTOR, DEVELOPMENT & COMPLIANCE SERVICES AND CHIEF BUILDING OFFICIAL
SUBJECT:	PARKING STRATEGY FOR DOWNTOWN LONDON

RECOMMENDATION

That, on the recommendation of the Managing Director, Environmental & Engineering Services and City Engineer and Managing Director, Development & Compliance Services and Chief Building Official, the following actions **BE TAKEN** with respect to the Parking Strategy for Downtown London:

- a) The Parking Strategy Report and Action Plan for Downtown London as summarized in the Executive Summary attached hereto as Appendix A, **BE ACCEPTED** as the basis for the future actions with respect to parking in downtown;
- b) The Civic Administration **BE DIRECTED** to look for opportunities to invest in joint venture projects by participating with developers to integrate public parking in new developments within the next 20 years in sub-areas 3, 4 and 1 in central and southwest downtown;
- c) The Civic Administration **BE DIRECTED** to report back at a future date on the financial implications and a strategy to fund new public parking spaces as part of new developments in the next 20 years;
- d) The Civic Administration **BE DIRECTED** to explore opportunities to improve coordination of all City owned and controlled on and off-street parking facilities to achieve improved downtown area wide parking management and transportation demand management opportunities;
- e) The Civic Administration **BE DIRECTED** to undertake a gradual approach to the discontinuation of temporary zone permissions for temporary surface commercial parking lots in downtown where there is surplus public parking due to lower parking utilization and in coordination with future parking utilization monitoring and travel mode shifts;
- f) The Civic Administration **BE DIRECTED** to amend the Downtown Community Improvement Plan (CIP) to allow for bonusing of private entities and the creation of public-private partnerships for the purpose of developing public parking and municipal parking garages within the Downtown; and,

- g) An increase in the annual commercial boulevard parking rate in the downtown from \$3.10 per square foot to \$4.80 per square foot **BE INCLUDED** in a future Fee and Charges Bylaw update.

PREVIOUS REPORTS PERTINENT TO THIS MATTER

- Civic Works Committee – October 6, 2015 – Downtown London Parking Utilization Study
- Civic Works Committee – November 3, 2015 - Parking Strategy Project for Downtown London - Appointment of Consulting Engineer
- Planning & Environment Committee – April 24, 2017 – Downtown Temporary Commercial Parking Lots

COUNCIL'S 2015-19 STRATEGIC PLAN

The following report supports the Strategic Plan through the strategic focus area of *Building a Sustainable City* by improving transportation mobility through the provision of convenient and connected mobility choices for all users and the development of a Parking Strategy for Downtown London.

BACKGROUND

Purpose

This report seeks Municipal Council approval of the Parking Strategy Report for Downtown London and for staff to proceed with implementation of the action plan of the Parking Strategy.

Context

The Smart Moves London 2030 Transportation Master Plan (TMP) anticipates increased transit and active transportation related to the proposed improvements in City wide transit service, including rapid transit that will substantially improve transit accessibility to/from the downtown area. A long-term goal of the TMP is to reduce parking demand in downtown through higher transit ridership and lower single occupant vehicle travel into the downtown.

On November 10th 2015, Municipal Council approved the appointment of BA Consulting Group Ltd to develop a Parking Strategy for Downtown London. The engineering consultant was directed to develop a parking strategy to support businesses and development in the short term, while managing parking supply and demand in the longer term, mainly to support the City's urban design, economic, land use, and transportation objectives.

DISCUSSION

Need for a Downtown Parking Strategy

London's Downtown Plan "Our Move Forward" identified many underutilized sites that were primarily surface parking lots. Of these sites, over 20 were identified as opportunity sites where new development could bridge street wall gaps and/or link key activity generators and therefore should be viewed as strategic priority locations for redevelopment.

The need to develop a downtown parking management strategy is essential to determine how much parking is required, how it is provided, what role the City should play in meeting future parking demand, the financial implications associated with providing new parking and the most appropriate municipal service delivery model to employ in order to maximize the return on investment of public funds.

The development of the strategy included:

- A review of background studies and conditions;
- Establishment of vision, goals, and objectives of the strategy;
- A review of future development potential within the study area;
- The opportunities to potentially reduce future parking demands using Transportation Demand Management initiatives and future transportation mode split targets;
- A discussion on the rationale for a public sector role in providing parking to support good urban design, economic development and transportation demand management;
- A review of best practices;
- A review of parking management and operating models; and
- The development of a parking implementation strategy action plan.

The downtown study area is bounded generally by the CNR rail line to the south, Colborne Street to the east, Kent Street and Princess Avenue to the north and Thames River to the west. The study boundary is illustrated in Figure 1 below.



Figure 1: Downtown Parking Strategy Study Area

Parking Strategy Vision and Mission

Vision and Mission statements were identified to guide the study as follows:

Vision: Enabling the achievement of the “Our Move Forward - London’s Downtown Plan” by facilitating the replacement of surface parking with new mixed use development.

Mission: The provision of efficient, convenient and cost effective shared public parking resources to support business, personal and social activity in the downtown area.

Stakeholder Consultation

Key stakeholder consultation has been undertaken in order to inform and guide the process. A meeting with key stakeholders was held early in the study on March 22, 2016 to discuss existing parking operations, general area parking demands, vacancies and the opportunity to provide feedback in the early stages of the study. The project study steering committee met with the following stakeholders:

- Downtown London
- Downtown retailers and restaurant operators
- Large downtown employers
- Private parking operators
- Land owners and developers

Existing Parking Conditions

There are a total of 15,436 parking spaces in downtown comprised of on-street, municipally-owned public off-street, privately-owned public off-street and privately-owned off-street parking not available for public parking. The recent parking utilization study indicates a 71% utilization rate for these spaces. The total parking supply available across the downtown area for public use is 9,897 spaces with a peak demand

of 7,658 spaces. The utilization rate of the publicly available spaces is 77%. These utilization rates reflect an existing adequate supply of parking with variable surplus capacity depending on location.

The Downtown London Parking Study 2014 Update illustrates in more detail parking occupancy data for each block in the downtown and for six sub-areas. Figure 2 below is an illustration of the six sub-areas and the peak weekday occupancy levels for each area for all parking in downtown. It should be noted that this information has been utilized as base data for the future development assessment for the parking strategy.

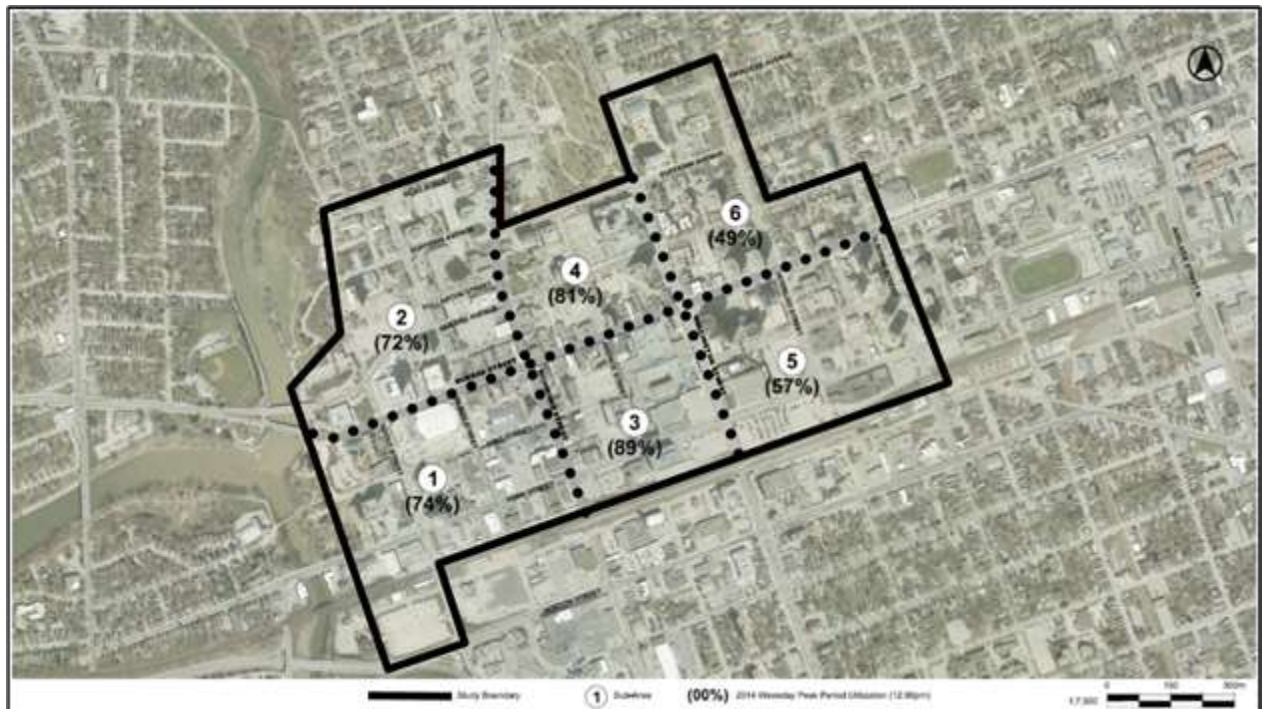


Figure 2: Parking Utilization by Study Sub-Area

The City owns and/or operates a total of 2,664 spaces in five surface lots, three parking garages and on-street parking. One of the five surface parking lots (Museum London's parking lot on Ridout Street) is owned by the London Art Gallery, but managed by the City. Another City surface parking lot is owned by the Public Utility Commission (PUC) and leased by the City. The PUC lot is very large (427 parking spaces) but remotely located to the southwest of the downtown and has very low utilization rate in the weekend indicating it is not preferred by visitors.

The three parking garages mentioned above provide a total of 1,262 spaces beneath the London Convention Centre, the Covent Garden Market and City Hall. This represents almost half of the total 2,664 parking spaces indicated above. These garages are operated by others. While each of these garages is intended to serve the buildings above them, they also provide monthly and hourly parking for people in the general vicinity. Both the Covent Garden Market Corporation and the London Convention Centre benefit from parking revenues and include this funding in their budgets.

Only 17% of the overall public and private parking supply in the downtown area is owned by the City, including the three parking garages. Based on other similar studies, municipalities which play a strong role in providing shared public parking resources to support development generally control approximately 35% to 50% of the total parking in key areas. Examples include the Cities of Kitchener (41%), Barrie (50%), Brampton (57%), Oakville (60%), Oshawa (70%) and Waterloo (70%).

Future Parking Conditions

One of the key components of the parking strategy is an assessment of future growth and its impact on future parking conditions and requirements, including the role that the City could play in facilitating development from a parking perspective. In order to understand the potential parking implications associated with new development, an estimate of future parking supply and demand across the downtown study area has been created. A 10% vacancy buffer (i.e. maximum 90% peak occupancy level) has been maintained within the publicly available parking supply in order to allow users to find a vacant parking space in a reasonable amount of time. The 10% vacancy buffer results in an adjusted theoretical capacity of 8,907 spaces available for public use out of the 9,897 parking spaces noted above.

Future parking needs include more secure bike parking locations and the need for convenient bike parking locations as identified in the Cycling Master Plan (Action #8: Enhance Bicycle Parking). This is currently being addressed as part of existing bike parking and TDM project work with facilities planned for 2018 and 2019. Future facilities will include space for bikes.

Potential Public Parking Supply Impacts

There are many sites within the downtown area that have been identified as potential development sites. Figure 3 below illustrates the location of potential future development sites, most of which consist of existing surface parking lots. A number of these sites are currently occupied by publicly available parking facilities which will be removed as a result of their redevelopment. As development occurs, the displacement of these surface parking lots with new developments will reduce the amount of parking available. This displacement could be partly offset by requiring the construction of standardized, structured public parking integrated in future developments.



Figure 3: Potential Future Development Sites

There are several capital mobility improvement projects in the near future that will result in the loss of on-street parking within downtown, namely the full Bus Rapid Transit (BRT) system, Dundas Place, bus rerouting off Dundas Street, and cycle tracks on

Colborne Street. These projects form part of a broader strategy to reduce automobile dependency and support growth and revitalization in the downtown. For the purposes of this analysis, the displacement of 243 public parking spaces is considered from these projects.

Parking Demand

Population and employment growth in downtown London as envisioned in the Downtown Plan will ultimately be accommodated predominantly in new buildings with some occupation of existing buildings. The increased parking demand from this growth will only be partially addressed by the new developments.

The City of London 2030 Transportation Master Plan anticipates increased transit and non-auto use related to the proposed improvements in City wide transit service, including the introduction of two Bus Rapid Transit (BRT) lines that will substantially improve transit accessibility to/from the downtown area. Based upon the information in the London 2030 TMP and subsequent BRT Business Case Analysis, the auto person trip use has been assumed to decline from 73.5% today down to 64.0% auto person use by 2034. The expected increase in transit use equates to a decrease in parking demand of approximately 13 %. These reductions in auto use and parking demand would apply to future new development and also reduce the existing level of parking demand.

Long-Term Parking Impacts

It has been assumed that approximately 5.4 acres of surface parking have been used to develop 2,175 new apartment units at 1,000 units per hectare. At 1.7 people per unit, this would result in 3,697 new residents by 2034 which reflects the 2014 Development Charges (DC) Study. The net parking impact for each development is based on the proposed parking supply for the development after subtracting the estimated parking demand generated by the future development as well as the existing peak parking demand on the site if it currently operated as a parking lot.

It has been also assumed that the projected 306 new employees by 2034 as per the 2014 DC are accommodated in existing vacant office space and no new parking supply is provided for them. Based upon the projected transportation mode split in 2034, this would generate a demand for approximately 150 additional parking spaces.

Existing public parking vacancies on remaining parking facilities have been utilized to help offset any excess demand that exceeds the supply provided on-site for the new development. A 10% vacancy buffer (i.e. maximum 90% peak occupancy level) has been maintained within the publicly available parking supply in order to allow motorists to find a vacant parking space in a reasonable amount of time.

Table 1 below provides an estimate of the potential future parking impacts within each of the six sub areas of the downtown based on a transportation mode split of 64% auto-person use by 2034. Parking shortfalls and surpluses within each sub area continue to range significantly with parking supply deficits projected in core area zones 3 and 4 by 2034.

Table 1 Potential Long-Term Parking Impacts

Sub-Area	Public Parking Surplus / Deficit (64% Auto person)
1	+236 spaces
2	+623 spaces
3	-230 spaces
4	-65 spaces
5	+450 spaces
6	+284 spaces

Although a parking surplus is identified in sub area 1, most of the surplus capacity exists within the leased Public Utility Commission (PUC) parking lot that is remotely located to the southwest of the downtown south of the CN railway. Sub area 1 is projected to be approaching a parking deficit when excluding the remote PUC parking lot.

The provision of convenient short term parking options for visitors to the downtown core area is important to facilitate business, recreational, and personal service activity in the area. With this in mind, the projected parking supply deficit of approximately 200 to 300 public parking spaces in core areas 3 & 4, and potentially adjacent area 1 should be addressed. Given the modest magnitude of the projected localized deficits, participation with developers in joint venture projects to integrate public parking within new developments would likely be sufficient and most effective.

Mixed-use development partnerships are preferable to constructing standalone parking garages when considering city-building and the goals of the Downtown Plan. Mixed use developments can maximize the financial opportunity on a site, add important residential and employment opportunities downtown, and establish active frontages with commercial and other uses at street level. The design of these facilities will be important and new guidelines should be prepared to provide design guidance for new parking structures to support Downtown vitality.

Temporary Zones for Surface Commercial Parking Lots

On September 15th 2015, City Council directed staff to report back on the status of all downtown commercial parking lots to confirm that temporary zoning has been applied and that temporary use zoning discourage more commercial parking lots.

Limitations on downtown commercial parking lots could result in a significant reduction in existing parking supply. The eventual development of surface parking lots is a primary driver of a future predicted localized parking deficit.

After the expected on-street parking losses related to the upcoming city-building projects, the overall occupancy levels of the existing parking system are anticipated to increase from 77% to 79%, leaving approximately 1145 vacant parking spaces that could be eliminated and still maintain a 90% overall occupancy level. However some of these vacant spaces could be required to accommodate increased employment in the area. In addition, while the overall downtown area has a significant surplus of publicly available parking, parking occupancy levels in the central core area are at 89% and

81% respectively in zones 3 and 4 on Figure 2 above. The implementation of the BRT system, Dundas Place, bus rerouting off Dundas Street, and cycle tracks on Colborne Street will in result in a loss of approximately 95 short term visitor parking spaces in the core area, thereby increasing the occupancy rate to 95% and 84% respectively. It is desirable to have parking occupancy rates at 90% in order to provide enough vacant parking to allow people to find a space in a reasonable amount of time, especially short term visitors. Therefore, reducing temporary zone parking in the core area should be carefully considered in terms of its impact on short term parking availability. In contrast, existing parking occupancies in the outer areas (sub- areas 2, 5, & 6) of the downtown could absorb reductions in existing surface lot supply with much less impact.

Table 2 below provides an estimate of the potential parking impacts within each of the six sub areas of the downtown based on existing transportation mode split of 73.5% auto-person use and the loss of 243 on-street parking spaces related to city-building projects.

Table 2 Potential Short to Mid-Term Parking Impacts

Sub-Area	Public Parking Surplus / Deficit (73.5% Auto person)
1	+87 spaces
2	+474spaces
3	-125 spaces
4	+81 spaces
5	+338 spaces
6	+289 spaces

Based on the above, it is recommended that a gradual approach is used to the discontinuation of temporary zone permissions for temporary surface commercial parking lots in downtown where parking utilization is low. This approach should be aligned, as much as possible, with mode share shifts as a result of transportation demand management programs, the implementation of the new rapid transit system in the mid-term and active transportation gains.

As a first step, an accurate inventory of all existing non-complying downtown surface commercial lots should be undertaken. All lots identified as non-compliant should be required to obtain a temporary zone permission in order to maintain operations. Failure to secure a temporary zone permission should result in the lot no longer being permitted to operate. The temporary zone permissions should be planned to expire on a gradual basis as the rapid transit system is implemented and new public parking is added to specific areas. Temporary zone permissions should be discontinued for any new surface parking lots in the downtown.

It will be important that the development of these surface parking lots over time reinforces an active streetscape by ensuring that commercial spaces and other active uses are constructed on the ground floor of any new parking or mixed-use structures.

Parking Management Governance

It is not unusual for many municipalities to control up to 50% of the overall parking supply in the downtown areas of small to mid-sized cities. It is unusual to see a municipal parking operation that controls less than 25 to 35% of the overall parking supply, which is the case in London with only a 17% market share.

The Downtown Parking Strategy recommends the Enterprise Model for the City to operate the consolidated parking system. Under this model, the municipal parking system would continue to be operated by the Parking & Licensing Enforcement Division. The parking service would be managed on a financially sustainable basis in terms of operation, life cycle costing and future development funding. The only exception is the management of on-street parking related amendments to the Traffic & Parking By-law which would remain under the Roads & Transportation Department. Examples of other mid-size cities that utilize the Enterprise Model are Kitchener, Kingston, Oakville and Ottawa.

A strong parking presence can facilitate a municipality's success with branding, transportation demand management strategies, and the provision of efficient, convenient and cost effective shared public parking resources to support business, personal and social activity in the downtown area. The City of London's limited presence is diminished further by the separate operation of the three City-owned parking garages at the London Convention Centre, the Covent Garden Market and City Hall. In order to enhance the effectiveness of the City's parking management and operation with respect to broader objectives, a larger presence is desirable. Hence, the Parking Strategy recommends that the City should explore opportunities to improve coordination of all City owned and controlled on- and off-street parking facilities to achieve improved global parking management and transportation demand management opportunities.

Commercial Boulevard Parking

At the present time, the City considers applications from private property owners who have constrained development sites to make use of part of the city street boulevard for the provision of parking where this can be done safely and in an operationally acceptable manner. The City charges an annual rental fee for the use of the boulevard at a rate of \$3.10 per square foot of land area in the downtown core or \$0.87 per square foot for charitable and non-profit sites.

The parking strategy consultant indicates that leasing a portion of the street right of way boulevard to adjacent landowners is not a common practice where the consultant has conducted parking studies. The renewed emphasis on enhancing the streetscape with wider sidewalks and landscaping should take precedence over private landowners wishing to use the public right of way to improve their supply of private parking.

The current parking lease rates cited above reflect the lower end of the land and lease value range in the downtown. It is recommended that boulevard parking rates for downtown be increased to \$4.80 per square foot based on land values.

The Downtown has been identified as an area very deficient in trees and the shade canopy that they provide. Recent calculations place the tree canopy cover at 5.6% compared to an average across the City of approximately 24%. The Urban Forest

Strategy has specific goals about enhancing tree planting downtown. Therefore, boulevard parking applications should not be accepted in the Downtown where it involves the removal of trees or land area detrimental to their roots.

Asset Review

Surface parking lots will also be examined as part of Council's approved Asset Review initiative. Based on lots being classified as "Class C assets," the review will examine the merits of the City disposing of some municipally-owned lots, including those in the downtown. The asset review will be informed by the analysis and recommendations contained in this report as well as considerations outlined in the December 13th 2016 staff report regarding the Asset Review framework.

FINANCIAL IMPLICATIONS

As identified in this report, the City should seek to invest in development partnerships to provide 200 to 300 public parking spaces in downtown within the next 20 years depending on the nature of downtown developments to meet the parking demand and the City's growth target revitalization objectives for the downtown.

The City should monitor growth in downtown and potential demand for public parking in order to deliver the parking needed over time as generated by mainly employment growth and the extent of new developments in the future. There are several tools municipalities can explore drawing upon to finance municipal shared public parking resources. These include:

- User Fees for parking services;
- Payment in Lieu (PIL) of parking fees from developers;
- Public Private Partnerships;
- Parking lot land sales proceeds;
- Development Charges.

In case of a standalone parking facility, the preliminary estimated cost of above ground parking garage with a capacity of 300 spaces is approximately \$15 million. This is based on a capital cost of \$50,000 per space. This estimate includes property and construction costs for constrained downtown sites with an appropriate level of architectural/urban design and include a 25% allowance for non-construction related soft costs including planning, engineering and legal costs. The costs of a partnership development would be subject to the nature of the agreement and could introduce efficiencies.

Staff will review and explore in more detail the different options to finance future parking facilities and will report back at a future date on the financial implications and a strategy to fund structured public parking facilities.

ACTION PLAN

Three key objectives have been established in order to implement the Downtown Parking Strategy by time frame:

- Provide sufficient shared public parking resources
- Integrate parking and sustainable mobility management and policies
- Effectively and efficiently deliver shared public parking resources

The Action Plan is summarized in the following Table 2 below.

TABLE 2: DOWNTOWN LONDON PARKING STRATEGY ACTION PLAN

KEY GOALS & OBJECTIVES	Short-Term (2020)	Mid to Long-Term (2025-34)
Take a gradual approach to the discontinuation of temporary zone permissions for temporary surface commercial parking lots in downtown where there is surplus public parking due to low parking utilization.	●	●
Develop urban design and sustainability design guidelines for the renewal of temporary surface parking lot zoning/permits in order to enhance the downtown environment.	●	
Maintain the existing parking supply requirements in the Zoning By-law and implement bicycle supply requirements as recommended in this report.	●	●
Invest in the provision of new integrated public parking facilities in partnership with new developments in Sub-areas 3, 4 and 1 in order to free up existing surface parking lots for new development. Make it clear what parking will be available to meet future development needs in a timely manner.		●
Encourage the provision of public parking in new development projects that seek to exceed the base density permitted in the area.		●
Implement a comprehensive Transportation Demand Management Plan (TDM) program to reduce the amount of costly parking garage(s) required in the future.	●	●
Explore Opportunities to improve coordination of all City owned and controlled on- and off-street parking facilities to achieve improved downtown area wide parking management and transportation demand management opportunities.	●	●
Create a common branding program for the existing municipal parking system.	●	●
Create a web based parking information system that would identify the location, pricing and availability of parking at city owned/controlled parking facilities and seek to expand the system to include larger private parking facilities.		●
Actively seek to employ the latest customer payment technologies including cell phone payment systems for both on and off-street parking and pay by plate systems for on-street and off-street lots.		●
Actively identify locations to increase the supply of public off-street parking in garages that are integrated with mixed use development.	●	●

KEY GOALS & OBJECTIVES	Short-Term (2020)	Mid to Long-Term (2025-34)
<p>Develop a financial plan that will allow the municipal parking system to operate on a financially self-sustaining Enterprise Model basis over the long term (i.e. 20 years) that will:</p> <ul style="list-style-type: none"> I. Increase the allocation of on and off-street parking revenue to the parking capital reserve fund in order to finance future garage development; II. Allocate the proceeds of any existing parking lot land sales to the parking capital reserve fund; III. Allocate development charge proceeds related to new downtown parking facilities to the parking capital reserve fund; IV. Revise and renew a payment in lieu of parking program for new development and deposit the proceeds into the parking capital reserve fund; V. Identify future capital expenditures in the City budget for the development of new structured public facilities over the next twenty years. 	●	●

CONCLUSION

Mobility to and around the downtown is a focus of future mobility improvements. Shift Rapid Transit and other initiatives aim to reduce dependencies on the automobile. However, mobility modal shifts will be achieved incrementally and the supply of parking in the downtown needs to be considered carefully to support existing workplace and recreational activities with consideration of future growth aligned with the goals of the Downtown Plan and London Plan.

The current parking supply is adequate. However, a future deficit in the central and southwest areas of the downtown is predicted due largely to future growth in the downtown. This growth will not only create more demand but will also displace the surface parking lots that currently help satisfy parking demand. In order to support businesses and development in downtown, the City should invest in joint venture projects by participating with developers to integrate public parking within new developments mainly in core areas 3 & 4 and in adjacent area 1 in downtown within the next 20 years. More review is needed to explore options to finance future parking facilities.

Limitations on downtown commercial parking lots could result in a significant reduction in existing parking supply. As such, it is recommended that a gradual approach is used to the discontinuation of temporary zone permissions for temporary surface commercial parking lots in downtown where parking utilization is low

It is recognized that parking would benefit if the City played a greater role in the provision of off-street public parking facilities in order to facilitate future development in the downtown in accordance with Our Move Forward: London's Downtown Plan and the London Plan.

Acknowledgements

The project team included representatives from Roads and Transportation, Planning, Municipal Law Enforcement Services, Environment, and Business Administration / Finance & Corporate Services Departments and benefitted from advice from SLT members.

This report was prepared with the assistance of Doug MacRae, Manager Transportation Planning & Design and Maged Elmadhoon, Traffic & Transportation Engineer with input from Annette Drost, Manager of Municipal Law Enforcement Services and Jim Yanchula, Manager Urban Regeneration.

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Attach: Appendix A – Executive Summary – Downtown Parking Strategy Report

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Appendix A

Executive Summary - Downtown Parking Strategy Report

1.0 EXECUTIVE SUMMARY

1.1 STUDY PURPOSE & BACKGROUND

The City of London (the City) has recently completed a number of planning, urban design and transportation studies that support the future development of the downtown. The provision, management and supply of parking are an area of special relevance to the successful implementation of the Our Move Forward: London's Downtown Plan (the Downtown Plan). Determining how much parking is necessary for the functional and economic viability of downtown development programs and the success of the downtown transit hub as well as how the right amount of parking is provided are critical ingredients for future success.

The key to future development in the downtown will be the replacement of existing surface parking lots with new buildings. Determining how much parking is required, how it is provided, what role the City should play in meeting future parking demand, the financial implications associated with providing new parking and the most appropriate municipal service delivery model to employ in order to maximize the return on investment of public funds are critical considerations in the development of a parking management strategy for the downtown.

In April 2015, London City Council adopted a plan for the downtown entitled "Our Move Forward: London's Downtown Plan". This plan provided seven strategic directions and described ten transformational projects that would ensure the continued success of the downtown well into the future. The plan identified many underutilized sites that were primarily surface parking lots, where new development could bridge street wall gaps and/or link key activity generators and therefore should be viewed as strategic priority locations for redevelopment.

The London 2030 Transportation Master Plan (London 2030 TMP) is intended to achieve a decrease in single occupant vehicle travel into the downtown that will in turn reduce the long term need for parking, particularly employee or commuter related. This includes an overall transportation plan for the city to accommodate growth and increase the use of public transit and active transportation options such as walking and cycling.

In September 2014, Council initiated an Environmental Assessment (EA) process (also called Shift) to identify and examine options for Rapid Transit in London. This will lead the way to implement several improvements to London's transit system including a plan to provide bus rapid transit service to and through the downtown as per the London 2030 TMP.

In September 2016 the City of London finalized its Cycling Master Plan (London ON Bikes). The Cycling Master Plan was developed as a guide for the City's future cycling network including key routes that will enhance cycling options to and from the downtown.

At the time of completing this report, the City was in the process of updating the Development Charge By-Law and Background Study for the year 2019. The transportation component of the background study, last completed in 2014, was aimed at identifying the costs of growth-related transportation projects that are attributable to new development over a 20-year horizon period.

Based upon the foregoing, this Downtown Parking Strategy includes a review of existing parking conditions and future development potential based upon the relevant aspects of the London 2030 TMP, Rapid Transit EA (Shift) and Business Case Analysis, Cycling Master Plan (London ON Bikes), and the Downtown Plan. Recommendations are provided regarding:

- the City's future role in the provision of shared public parking resources;
- the integration of Transportation Demand Management considerations into its parking strategy;
- parking supply requirements in the zoning by-law;
- discontinuation of temporary zoning for surface commercial parking lots

- the payment in lieu of parking by-law;
- a funding plan;
- a parking system management structure;
- a Vision, Mission, Key Goals and Objectives for the strategy.

1.2 STAKEHOLDER CONSULTATION

Valuable input has been received by the Steering Committee from a wide variety of stakeholders over the course of the study including:

- Downtown London
- Downtown Retailers and Restaurant operators
- Large Downtown Employers
- Private Parking Operators
- Land Owners and Developers

1.3 EXISTING PARKING CONDITIONS

MMM Group was retained by the City of London to prepare the *Downtown London Parking Study 2014 Update* and *2014 Downtown London Parking Needs Assessment*. Parking occupancy observations were undertaken as part of this work in September 2014 which found a peak utilization of 71% across the downtown with localized demands of up to 89% in certain core areas of the downtown.

Table 1 below provides an excerpt of the parking supply and peak demand conditions across the downtown by type of parking facility as described in the *2014 Downtown London Parking Needs Assessment* (Table 3A – Peak Parking Demand by Facilities during the Overall Peak Parking Demand Period (12:00 pm), Tuesday, September 16, 2014).

TABLE 1 PEAK PARKING DEMAND BY FACILITY TYPE

Category	Parking Supply	Overall Peak Parking Demand	Utilization Percentage
Municipal Parking Lots/Structures	1,953	1,510	77%
Public Pay Lots (Privately Owned)	3,820	2,811	74%
Public Structures (Privately Owned)	3,413	2,950	86%
Private Reserved Lots/Structures	3,653	2,411	66%
Private Miscellaneous Lots	120	46	38%
Semi-Private Public Free Parking Lots ¹	1,766	836	47%
On-Street Parking	711	387	54%
Total	15,436	10,953	71%
Total Publicly Available Parking	9,897	7,660	77%

Notes:

1. Free parking for customers and/or staff (e.g., Tim Hortons). Generally available for the general public that uses the associated services.

There are a total of 15,436 parking spaces within the study area including on-street, municipal (public), off-street (owned by the City), commercial (public) off-street (privately owned/operated) and private off-street parking (not available for public parking). The total parking supply available across the Downtown for **public use** is 9,897 spaces with a peak demand of 7,658 spaces (77% occupied).

Approximately 17% of the parking supply within the study area is controlled by the City directly or through its corporate entities including the London Covent Garden Market Corporation and the Convention Centre. Based on other similar studies, municipalities which play a strong role in providing shared public parking resources to support development generally control approximately 35% to 50% of the total

parking in key areas. Examples include the Cities of Kitchener (41%), Barrie (50%), Brampton (57%), Oakville (60%), Oshawa (70%) and Waterloo (70%).

1.4 FUTURE DEVELOPMENT IMPLICATIONS

One of the key components of the parking strategy is an assessment of future growth and its impact on future parking conditions and requirements, including the role that the City could play in facilitating development from a parking perspective.

In order to understand the potential parking implications associated with new development, an estimate of future parking supply and demand across the Downtown study area has been created by using future growth estimates that have been created for City Development Charges studies. While the estimates should be viewed as approximate, they do serve to provide an indication of the potential parking challenges associated meeting the City's desired development goals and objectives for the Downtown as described in various planning documents.

Redeveloping existing surface lots will present a significant challenge as many existing employers and employees rely on the use of the existing lots and the new buildings may generate parking demand in excess of the new parking supply provided. Some new developments, especially commercial space projects, may not provide any parking (opting instead to pay cash-in-lieu) or only provide a portion of their actual needs (i.e. meet the minimum Zoning By-law requirements), which will create additional demand for new off-site parking unless:

- public transit use increases substantially (significant reduction in auto driver mode split);
- new developments increase the amount of parking they provide to meet their own needs and/or the City assists in meeting some of the demand with public parking garages; and
- there is a cultural shift in the demand for parking.

An important factor regarding future parking requirements is the expected decrease in auto person trips from the existing level of 73.5% to 64% by year 2034 due to the substantial investment in new Bus Rapid Transit (BRT) service approved by Council, as per the BRT Business Case Analysis. The expected increase in transit use equates to a decrease in parking demand of approximately 13%.

Based upon the future growth estimates and the expected increase in transit use, the City will likely have to provide 200 to 300 new public parking spaces in the downtown by 2034, in addition to the off street public parking it already provides. This represents an investment of approximately \$10 to 15.0 million (2017 dollars). The new spaces could be required earlier if growth occurs faster than anticipated or existing surface lots are closed earlier than assumed.

With the public parking supply target described above in mind, a strategy needs to be developed to ensure that public parking is provided in strategic locations throughout the downtown in order to facilitate new development on the many existing surface lots and support existing development by maintaining a reasonable supply of parking for customers and employees.

1.5 KEY CONCLUSIONS

1. The City needs to play a significant role in the provision of off-street public parking facilities in order to facilitate future development in the downtown in accordance with the Council approved Our Move Forward: London's Downtown Plan and future growth estimates prepared for the Development Charges Studies.
2. The need for additional shared public parking resources required to facilitate and support growth in the downtown is related to several factors including:
 - a) zoning by-law parking supply requirements for non-residential uses in the downtown are below typical demands;

- b) the parking supply typically provided by developers for commercial development is below the typical demand;
- c) future redevelopment sites are predominantly located on existing commercial parking lots that would be removed as part of the redevelopment; and
- d) future construction projects that will result in the loss of on-street parking within the downtown.

3. The need for additional parking across the study area could be reduced by :

- a) Continuing to implement Transportation Demand Management (TDM) initiatives focused on increasing mobility options and reducing parking demand over time, especially improved transit service to/from the Downtown;
- b) Requiring new developments that do not provide the minimum supply of parking required on site to make payment in lieu contributions to the City for the shortfall in order to assist in funding municipal shared public parking resources in key areas.

1.6 KEY RECOMMENDATIONS

In order to effectively address future parking strategy, planning and management challenges, the following key recommendations should be implemented:

1. Explore opportunities to improve coordination of all City owned and controlled on- and off-street parking facilities to achieve improved downtown area wide parking management and transportation demand management opportunities.
2. Manage the consolidated parking system by using the Enterprise Model. Under this model, the municipal parking system is managed by a City department on a financially self-sustaining basis including operational and life cycle costs as well as future garage development funding. In order to achieve this objective over time, it is recommended that:
 - a) Net revenue should be allocated from both on-street and off street parking operations to a parking reserve fund to assist in financing future shared public parking resources¹;
 - b) The proceeds of future parking lot sales should be allocated to the parking reserve fund;
3. Provide 300 new structured public parking spaces over the next twenty years in strategic locations in order to facilitate meeting City growth targets and urban design objectives.
 - a) New public parking facilities need to be strategically located to facilitate economic development, maximize utilization, minimize development cost, may incorporate mixed use development and grade level commercial space and be designed to reflect the London Plan policies.
 - b) Leverage the municipal ownership of existing surface lots to facilitate the provision of public parking in garages that are integrated with new development projects.
4. Amend the Downtown Community Improvement Plan (CIP) to provide the opportunity for Council to enter into a joint venture financial partnership with private developers to provide additional public parking and municipal parking garages in the downtown including the use of grants and density bonusing.
5. Take a gradual approach to the discontinuation of temporary zone permissions for temporary surface commercial parking lots in downtown in areas where parking utilization is low and aligned

¹ May affect the general revenues tax base where parking revenue is currently applied.

with the timing of the construction of new parking garages and the implementation of the new Rapid Transit system.

As a starting point, the City should develop an inventory of all existing non-complying downtown surface commercial lots and require each land owner to secure a temporary zone permission in order to maintain operations. Temporary zone permissions should no longer be issued for any new surface parking lots in the downtown.

6. Maintain the current minimum zoning by-law parking supply requirement for new commercial development in the downtown of one space per 90 square metres GFA (1.11 spaces per 1000 square feet) and add bicycle supply requirements.
7. Revise the Payment in Lieu (PIL) parking by-law which would provide the flexibility for the City to require a developer to make a cash payment per space to the City for each parking space they are unable to provide. Set the payment in lieu amount at approximately 50% of the estimated capital cost of providing new public parking in the downtown and allocate payments to the reserve fund for public garages.
8. Continue strengthening TDM activities and awareness in the downtown area including a focus on integrating and aligning current and future business actions with City actions.
9. Ensure that parking facilities that support sustainable mobility choices (e.g., bike parking, car pool spaces, car share, electric vehicle charges, etc.) are positioned to be highly visible and easily accessible.

FIGURE 1: – STUDY BOUNDARY



1.7 PARKING STRATEGY VISION, KEY GOALS & OBJECTIVES

In order to effectively guide and direct the implementation of the Downtown Parking Strategy the following Vision, Mission, Key Goals and Objectives have been established.

1.7.1 Parking Strategy Vision

Enabling the achievement of “Our Move Forward - London’s Downtown Plan” by facilitating the replacement of surface parking with new mixed-use development.

1.7.2 Parking Strategy Mission

The provision of efficient, convenient and cost effective shared public parking resources to support business, personal and social activity in the downtown area.

1.7.3 Parking Strategy Key Goals

The primary goals for the Downtown Parking Strategy are to:

- a) Foster Economic Development by assisting the private sector in achieving the development vision for Downtown London through strategic public investment in the provision of municipal parking facilities and transportation options;
- b) Support Good Urban Design and contribute to creating a walkable downtown by minimizing surface parking and encouraging higher density development through the use of parking garages that are well located and integrated with primary development;
- c) Reduce the demand for parking in the medium and long term by using Transportation Demand Management to influence commuter mode choice through parking supply management and pricing.

1.7.4 Key Objectives

With this in mind the **Key Objectives for the Downtown Parking Strategy** are to;

1. **Provide Sufficient Shared Public Parking Resources** to serve development and facilitate the conversion of surface parking lots into new mixed use development in accordance with the downtown plan.
 - a) Develop urban design and sustainability design guidelines with respect to the renewal of temporary surface parking lot zoning/permits in order to develop these sites.²
 - b) Maintain the existing parking supply requirements in the Zoning By-law and implement bicycle supply requirements as recommended in this report.
 - c) Invest in the provision of new parking garages in order to free up existing surface parking lots for new development and make it clear what parking will be available to meet future development needs in a timely manner.
 - d) Invest in joint venture projects by participating with developers to top up or provide additional parking where it is desirable to do so.
 - e) Encourage the provision of public parking in new development projects that seek to exceed the base density permitted in the area

² City Staff to enforce the June 1995 resolution which required site plan approval and temporary zoning for all surface parking lots created after 1995.

2. Integrate Parking Management and Sustainable Mobility Policies and Programs to encourage the use of active transportation and public transportation options by achieving the following key objectives:

- a) Implement a comprehensive Transportation Demand Management Plan (TDM) program to reduce the amount of costly parking garage(s) required in the future.

This program should include local transit improvements, the provision of auto share services, a ride matching service, preferential parking for carpool vehicles, enhanced bicycle parking, electric charging stations, a guaranteed ride home service and the continued use of parking fees for employee parking that are higher than the cost of a transit pass.

3. Effectively and Efficiently Deliver Shared Public Parking Resources

In order to effectively and efficiently deliver shared public parking resources, the following key objectives should be achieved:

- a) The management and operations of all City controlled on and off street parking facilities and future garages should be closely coordinated in order to facilitate strategic planning, as well as consistent management, branding and marketing.
- b) Continue the development of the web based parking information system that would identify the location, pricing and availability of parking at city owned/controlled parking facilities and seek to expand the system in the future to include larger private parking facilities where feasible;
- c) Actively seek to employ the latest customer payment technologies including cell phone payment systems for both on and off street parking and pay by plate systems for on-street and off-street lots;
- d) Actively identify locations to increase the supply of public off-street parking in garages that are integrated with mixed use development;
- e) Develop a financial plan to enable the municipal parking system to operate on a financially self- sustaining Enterprise Model basis over the long term (i.e. 20 years) that will:
 - i. Increase the allocation of on and off street parking net revenue to the parking capital reserve fund in order to finance future garage development;
 - ii. Allocate the proceeds of any existing parking lot land sales to the parking capital reserve fund;
 - iii. Allocate development charge proceeds related to new downtown parking facilities to the parking capital reserve fund;
 - iv. Revise and renew a payment in lieu of parking program for new development and deposit the proceeds into the parking capital reserve fund;
 - v. Identify future capital expenditures in the City budget for the development of new public parking garages over the next fifteen years.

An Action Plan in table format is provided in TABLE 2 which summarizes the Key Goals and Objectives by time frame.

TABLE 2 DOWNTOWN LONDON PARKING STRATEGY ACTION PLAN

KEY GOALS & OBJECTIVES	Short-Term (2020)	Mid to Long-Term (2025-34)
Take a gradual approach to the discontinuation of temporary zone permissions for temporary surface commercial parking lots in downtown for areas 2, 5, & 6 where there is surplus public parking due to low parking utilization	●	●
Develop urban design and sustainability design guidelines for the renewal of temporary surface parking lot zoning/permits in order to enhance the downtown environment.	●	
Maintain the existing parking supply requirements in the Zoning By-law and implement bicycle supply requirements as recommended in this report.	●	●
Invest in the provision of new integrated public parking facilities in partnership with new developments in Sub-areas 3, 4 and 1 in order to free up existing surface parking lots for new development. Make it clear what parking will be available to meet future development needs in a timely manner.		●
Encourage the provision of public parking in new development projects that seek to exceed the base density permitted in the area.		●
Implement a comprehensive Transportation Demand Management Plan (TDM) program to reduce the amount of costly parking garage(s) required in the future.	●	●
Explore Opportunities to improve coordination of all City owned and controlled on- and off-street parking facilities to achieve improved downtown area wide parking management and transportation demand management opportunities.	●	●
Create a common branding program for the existing municipal parking system.	●	●
Create a web based parking information system that would identify the location, pricing and availability of parking at city owned/controlled parking facilities and seek to expand the system to include larger private parking facilities.		●
Actively seek to employ the latest customer payment technologies including cell phone payment systems for both on and off-street parking and pay by plate systems for on-street and off-street lots.		●
Actively identify locations to increase the supply of public off-street parking in garages that are integrated with mixed use development.	●	●
<p data-bbox="224 1911 1052 2005">Develop a financial plan that will allow the municipal parking system to operate on a financially self- sustaining Enterprise Model basis over the long term (i.e. 20 years) that will:</p> <ul style="list-style-type: none"> <li data-bbox="240 2037 1052 2131">VI. Increase the allocation of on and off-street parking revenue to the parking capital reserve fund in order to finance future garage development; <li data-bbox="240 2131 1052 2193">VII. Allocate the proceeds of any existing parking lot land sales to the parking capital reserve fund; <li data-bbox="240 2193 1052 2287">VIII. Allocate development charge proceeds related to new downtown parking facilities to the parking capital reserve fund; <li data-bbox="240 2287 1052 2381">IX. Revise and renew a payment in lieu of parking program for new development and deposit the proceeds into the parking capital reserve fund; <li data-bbox="240 2381 1052 2472">X. Identify future capital expenditures in the City budget for the development of new structured public facilities over the next twenty years. 	●	●