COUNCIL AGENDA

Council Chambers, City Hall, 1 Carden Street

DATE Wednesday, November 18, 2015 – 5:00 p.m.

Please turn off or place on non-audible all cell phones, PDAs, Blackberrys and pagers during the meeting.

Disclosure of Pecuniary Interest and General Nature Thereof

Downtown Parking Master Plan

Presentation

- Peter Cartwright, General Manager, Business Development and Enterprise
- Ian Panabaker, Manager, Downtown Renewal
- Cameron Walsh, Project Director

Recommendation

1. That Council receive report #IDE-BDE-1510, titled "Downtown Parking Master Plan".
2. That staff be directed to implement Scenario #3 as described in report #IDE-BDE-1510.
3. That staff be directed to work with the Downtown Advisory Committee to develop metrics which will be used to measure and determine the effect and implementation of enhanced on-street parking management and customer service strategy within the downtown.
4. That staff be directed to implement a targeted community engagement process for the purpose of creating a periphery parking management system.
5. That staff be directed to provide annual progress reports regarding the implementation of the Parking Master Plan.
6. That staff be directed to explore and report back by Q2 2016 on current and alternative opportunities to maximize economies of scale/staging of downtown enterprise projects, beginning with the Wilson Street parkade and including analysis of available procurement methods that might advance innovative ways in delivering a quality designed and built structure(s).

ADJOURNMENT

STAFF REPORT

TO	Council
SERVICE AREA	Infrastructure, Development and Enterprise
DATE	November 18, 2015
SUBJECT	**Downtown Parking Master Plan (2016 to 2035)**
REPORT NUMBER	IDE-BDE-1510

EXECUTIVE SUMMARY

PURPOSE OF REPORT

To present the Parking Master Plan for approval.

BACKGROUND

The Parking Master Plan represents a transition from what was historically an operationally focused service area to an enterprise governance model. That is: a business unit that incorporates accountability for all costs, revenues, service and strategy delivery.

The enterprise governance model as envisioned for parking will enable a comprehensive, integrated and intentional program aimed at being responsive to growth and intensification requirements while contributing to the economic potential of the Downtown Secondary Plan. Further, the enterprise governance model, over time, seeks to achieve financial stability for the program as a whole, and position parking for possible future public/private partnerships.

Based on known and projected parking program needs, analysis, and incorporating community feedback, staff's recommendation is that Scenario #3, as summarized in Table 2: Financial Scenarios and Considerations, be implemented. Scenario #3 represents a business model that by 2020 would result in approximately 28% of required revenue coming from the tax base, 53% of required revenue coming from parking permits and fees and 19% coming from enhanced on-street parking management including the downtown periphery.

For comparison, Scenario #1, as summarized in Table 2, represents the current revenue model combined with the investment and asset management requirements creating the need for a 64% contribution from the tax base.

The results of an extensive community engagement program appear to support a business model that is similar to Scenario #3. This program was conducted from late August through to late September and resulted in 448 responses. In

summary 65% of respondents supported a system where everyone contributes, this through a combination of taxation (39%), parking permits (36%) and paid on-street parking (25%).

With respect to on-street parking downtown, there appears to be an even split of community opinion regarding a re-introduction of a payment system. Staff are therefore recommending that a measured, phased approach to paid on-street parking be developed and implemented. This approach will be further refined, with input of key stakeholders and in-depth examination of the latest technological advancements to improve customer service and effectiveness.

KEY FINDINGS

In order to provide Council with further background and context, the following key findings and observations should be considered during the reading this report.

- The development of a comprehensive parking program is a strategic prerequisite and a key component to implement the Downtown Secondary Plan;
- The City of Guelph has not made major capital investments to increase downtown parking capacity within the last 30 years;
- The City of Guelph has not made significant investments in new parking technology which will improve parking operations, specifically with respect to parking enforcement, turn-over and revenue generation;
- Increased capital and operational investments are required to improve Guelph's parking program, and possibly position it for future private/public partnership opportunities;
- There is a need to establish sufficient reserves to address aging infrastructure and that enable future parking program requirements;
- Best practice review of municipal parking indicates that parking programs need to be flexible and adaptive to ever changing conditions, and therefore the monitoring of such programs is critical. In short, while there is rarely a 100% solution to parking, action needs to be taken on an ongoing basis.

In consideration of the above and in light of the future vision for Guelph, the timing is advantageous in that Guelph has the opportunity to advance the parking program while taking full advantage of the current best practices with respect to designing an integrated customer service focused program. Further, from a staging perspective and as other key city building initiatives ramp-up over the planning horizon, addressing parking needs as a prerequisite in the near term minimizes disruption to the functioning of downtown. As such and upon approval, the first of two planned parkades is to be commenced in 2016 and completed in 2017.

FINANCIAL IMPLICATIONS

The recommended parking strategy calculates the annual contribution from tax supported sources required to implement and operate the City's downtown parking operations. It includes funding of the first downtown parkade in 2016 for $13.37M (to be funded from development charges and debt), and a second downtown parkade in 2019 for $10M (to be funded by debt). While the capital budget request for the two new parkades are in the proposed 2016 capital budget and forecast, the recommended parking strategy incorporates the debt servicing and lifecycle replacement costs of key program investments as part of the operating costs. The recommended parking operating strategy will be funded through four sources; tax supported funding (28%), permits and daily parking revenue (53%), on-street parking (18%) and periphery parking permit revenue (1%) and results in an estimated increase of $6.43 on the average Guelph tax bill in 2020.

The financial estimates also include anticipated operating costs, however, these costs will be further refined once Council provides direction as to which funding strategy best supports the corporate goals and the needs of the community.

Once the parking strategy is determined and the stages of the implementation are agreed upon, staff will have the tools necessary to calculate the exact financial requirement needed to support the downtown parking initiative within the recommended funding framework. Such financial requirements will be presented to Council as part of future annual budget requests

ACTION REQUIRED - Approve

RECOMMENDATION

1. That Council receive report #IDE-BDE-1510, titled "Downtown Parking Master Plan".
2. That staff be directed to implement Scenario #3 as described in report #IDE-BDE-1510.
3. That staff be directed to work with the Downtown Advisory Committee to develop metrics which will be used to measure and determine the effect and implementation of enhanced on-street parking management and customer service strategy within the downtown.
4. That staff be directed to implement a targeted community engagement process for the purpose of creating a periphery parking management system.
5. That staff be directed to provide annual progress reports regarding the implementation of the Parking Master Plan.
6. That staff be directed to explore and report back by Q2 2016 on current and alternative opportunities to maximize economies of scale/staging of downtown enterprise projects, beginning with the Wilson Street parkade and including analysis of available procurement methods that might advance innovative ways in delivering a quality designed and built structure(s).

BACKGROUND

Through the Places to Grow Act the Province of Ontario requires increases in population density from communities including Guelph. Over the next 16 years the number of people who work and live in downtown Guelph is projected to double from about 8,000 to 16,000 people and jobs. This represents a fourfold downtown population increase and a 30% increase in employment over current conditions. In order to support these growth targets, there is a need to plan to have sufficient and effective parking for people living, working and visiting downtown. A robust and integrated parking program is therefore required to achieve the desired built form as illustrated in Figure 1.

Figure 1: Envisioned Future Downtown & Intensified Land Use

In 2013, the IBI Group was retained to develop the Guelph Parking Master Plan background study and recommendations (Attachment 1). Following a public consultation process in 2013 that included personal interviews with approximately 30 individuals in the community as well as three (3) Public Information Centres (PICs) attended by approximately 100 individuals, preliminary recommendations were developed and the consultant's parking master plan background study report was received by staff in September of 2014. Table #1 summarizes the

recommendations from the Parking Master Plan background study work that formed the basis for the follow-on work conducted in 2015.

Table #1: Draft Recommendations from Background Study

Element	Recommendations
Capacity	• Plan four (4) new shared parking facilities (min 250 net gain of publicly accessible spaces each) • Integrate shared parking projects into new development where possible • Require portion of parking in new developments to be publicly accessible
Governance	• Plan to address governance of parking function to position services for additional capacity and business development

On-street parking management	• On-street parking:
	  • Determine best way to maintain short-term turnover
	  • Enhance customer service and enforcement i.e., increase flexibly through technology
	  • Increases revenue to make system improvements
	• Maximize on-street inventory on existing streets and in growth areas

Downtown periphery parking	• Introduce on-street permit system in adjacent neighbourhoods:
	  • Rationalize (make consistent) parking signage and policies
	  • Improve clarity around permit programs and include in on-line info
	  • Expand and promote daytime permit program for non-residential users
	  • Consider lower fee for overnight residential permits
	• Enhance enforcement

Zoning direction	• Align Zoning By-law regulations over Downtown Secondary Plan area to reflect urban built-form standards:
	  • Rationalize policies and approaches to embed into updated zoning regulations
	  • Consider minimum and maximum parking standards for all uses
	  • Introduce adjustment factors for shared parking, TDM, bike parking, etc.
	  • Introduce off-site parking option (allowing developer to secure private or municipal parking off-site)
	  • Review and update on-street operations where land-use objectives have been upgraded (change areas)

With a population increase of approximately 50,000 since the construction of the East and West parkades in 1983, the current system is now at capacity and the existing infrastructure is ageing with an estimated 20 years of service life remaining. This means there is insufficient system capacity to support required maintenance and staging requirements for redevelopment of key surface lots without causing significant disruption. Further, from a customer service perspective there is a significant impact resulting from downtown parking overflow within periphery neighbourhoods, which is causing burden to those residents and restricting access to downtown goods and services. The combination of these factors in turn means the current parking system is not effectively meeting the needs of City wide constituents, and significantly limiting intensification, economic development, employment and city building objectives.

In order to address the infrastructure need and enable the envisioned intensification, economic development, employment and city building objectives it is projected that 1,500 new spaces are needed by 2031. Further, additional parking program requirements include:

1) The need to establish sufficient reserves to ensure pricing stability, address aging infrastructure and to enable future parking program requirements;

2) Creation of an enterprise governance model whereby the new parking program is integrated into the city's economic development and city building objectives;

3) Development of an enhanced on-street parking management and customer service strategy to promote turnover and create access to goods and services;

4) Development of an enhanced periphery parking management strategy in order to create an equitable system that integrates the needs of the residents in the periphery while maximizing utilization of periphery on-street inventory; and,

5) Development of supportive polices and zoning (zoning requirements to be addressed separately through the on-going zoning by-law update).

REPORT

As illustrated in Table 2, staff and the Downtown Advisory Committee have considered five parking models. In summary they can be described as:

1. **Current Status** – In this model there is no increase in capital or operational funding. Funding will continue to rely on the tax base (45%) and user pay (55%). The user pay will solely rely on parking monthly permit fees and daily user rates in parking facilities. Free two hour on-street parking would remain in effect. This option is not recommended as continuation of this model will not address the parking matters discussed in this report, and will continue to perpetuate such matters. This model is being provided mainly to serve as a basis in comparing the following models.

2. **Scenario #1** – This scenario meets anticipated capital and program requirements and would rely on significant increases on the tax base (164% annual increase from the current status, representing 64% of projected revenue requirements). Because of the continued reliance on the municipal tax base it is staff's opinion that this model will not serve to help attract potential private/public partnerships over time, as it continues to perpetuate a subsidized parking system. Therefore, staff is not recommending this option.

3. **Scenario #2** – This option starts to move towards a blended funding approach. It requires an increase to the municipal tax base contribution of 70%, representing 41% of projected revenue requirements, requires increases to user rates (monthly parking permits and daily parking fees), and introduces periphery parking as a tool to better control current downtown parking overflow issues. This scenario continues to retain two hour free on-street parking in the downtown. This model is not being supported by staff due to the continued impact on the tax base and associated limitations with respect to moving toward an enterprise governance model.

4. **Scenario #3** – This option further blends funding including introduction of a hybrid on-street management system that includes a free and paid component, for example a three (3) hour time limit with one (1) hour free and two (2) hours paid. This scenario requires an increase in tax base contribution of 14%, representing 28% of total projected revenue requirements. This recommended scenario represents a program whereby paid downtown on-street parking is re-introduced in a measured and phased approach as a method to support turnover, enhance customer service and enforceability. It is also envisioned that the on-street parking management system would be a hybrid, as mentioned above, with the associated revenue helping to off-set tax support requirements.

   This scenario will also lead to customer service enhancements through the implementation of technology including voluntary compliance and the desired circulation and turnover, the option for users to stay longer and visit more

frequently, create less user stress through improved access and the option leverage assigned value to draw people to the downtown through joint promotions. Figures 4 and 5 illustrate the increase and impact associated with this option at the end of the 5-year ramp up period as compared to current fees charged by other municipal comparators. The 5-year ramp up period is described more fulsomely in Section 3: Timeline and Staging Overview

The proposed fees at the end of the ramp-up period are within the range of current comparators and it is anticipated that the current fees as illustrated will increase over the ramp-up period to be more in-line with the projected fees modelled at the end of the ramp-up period.

Upon approval of the Parking Master Plan and funding strategy a 5 year ramp-up period is envisioned to allow time for completion of the Wilson and Neeve St. Parkades and development and implementation of enhanced on-street parking management in the downtown and periphery. The revenue projections and rates that are the projected rates at year 5 of the ramp-up period and inclusive of the revenue generated from new parkades (600 stalls) at a utilization rate of 100% eligible monthly permits at year 1 for Wilson and 50% for Neeve, allowing room for day use and capacity for growth. Attachment 5 summarizes utilization assumptions used in projecting financial requirements and impacts.

5. **Scenario #4** – This scenario results in the lowest impact to the municipal tax base, thus significantly reducing the dependency on municipal support. However, it also results for the need for much higher user pay contributions to the support the system. Therefore, staff cautions that the resulting level of user pay fees (for monthly permits, and daily rates, including on-street parking) would be much higher than is the case for many of Guelph's comparator communities. Staff have concerns that this model would not be economically sustainable.

Table 2 illustrates the potential financial scenarios and estimated rates at the end of the 5 year ramp-up period (see Attachment 7 for full scale print). Also included is a discussion around key considerations. Figure 2 illustrates the inclusions and estimated distribution of expenditures at the end of the 5 year ramp-up period that support an enterprise parking governance model.

Table 2: Financial Scenarios and Considerations

FINANCIAL SCENARIOS AND CONSIDERATIONS

	City budget			User pay budgets						
	City contribution (tax base)	Tax burden per $300k household value	% of total parking budget	Downtown monthly parking permits and daily rates	% of total parking budget	Downtown paid on-street parking	% of total parking budget	Downtown periphery parking permits	% of total parking budget	Staff comments
Current system	$1.4M	$23	45%	Monthly: $58-$81 Daily: $1.75/hr $15.50 max.	55%	Free downtown on-street parking	0%	N/A	0%	Current system is split between City and Downtown permit contributions; no funds available to build new parking infrastructure.
Scenario 1: Increase City contribution, keep current user pay rates, free on-street parking.	$4M	$62 (up $39)	64%	Monthly: $58-81 Daily: $1.75/hr $15.50 max.	36%	Free downtown on-street parking	0%	N/A	0%	New parking infrastructure built without increasing user rates. This scenario has the largest tax implications.
Scenario 2: Increase City contribution and user pay rates; introduce periphery parking permits; keep free on-street parking.	$2.6M	$41 (up $18)	41%	Monthly: $105-147 Daily: $20	58%	Free downtown on-street parking	0%	$65k (nominal amount)	1%	Setting the City contribution to over 50% allows free on-street parking to be maintained. This scenario has a large tax implication.
Scenario 3: Blended model introduces paid on-street parking and downtown periphery parking permits.	$1.82M	$29 (up $6)	28%	Monthly: $120-140 Daily: $20	53%	$2/hr	18%	$65k (nominal amount)	1%	Blended scenario introduces on-street paid parking, downtown periphery parking permits and balances user-pay with City contribution.
Scenario 4: User pay model reduces City contribution, increases user rates and introduces paid on-street parking and downtown periphery parking permits.	$0.8M	$14 (down $9)	12%	Monthly: $123-$175 Daily: $20	61%	$3/hr	26%	$65k (nominal amount)	1%	User pay scenario reduces City contribution and has largest implication on user rates. The downtown business community has expressed concern that this model may deter people from parking downtown and negatively affect downtown business sustainability.

Figure 2: Inclusions and Distribution of Parking Program Expenses

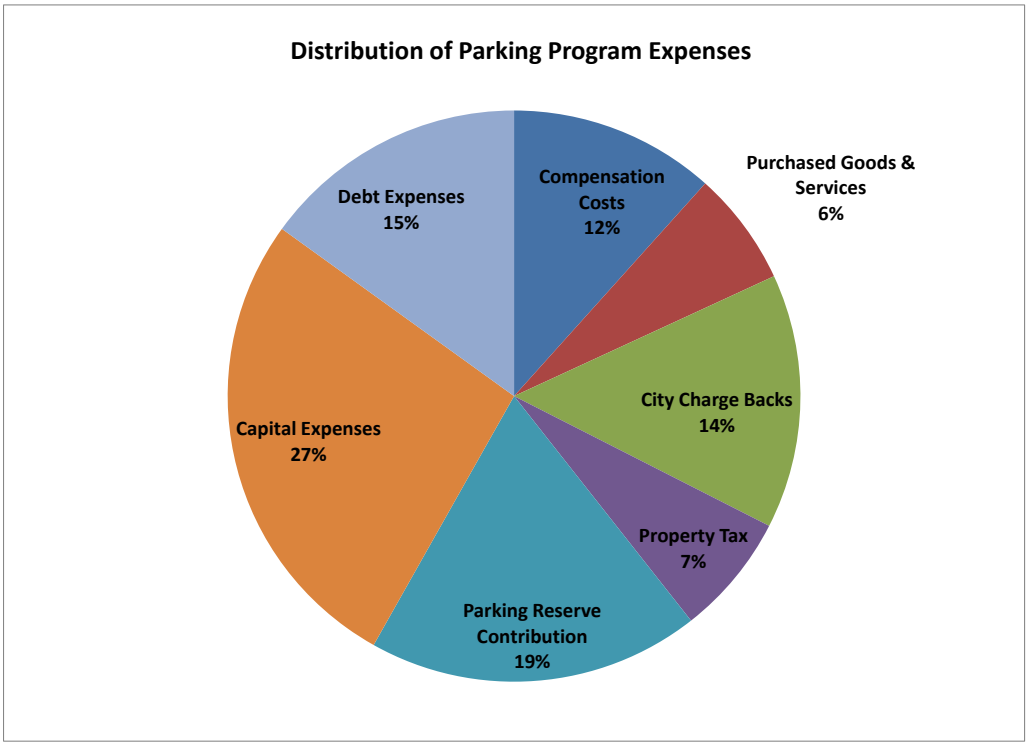
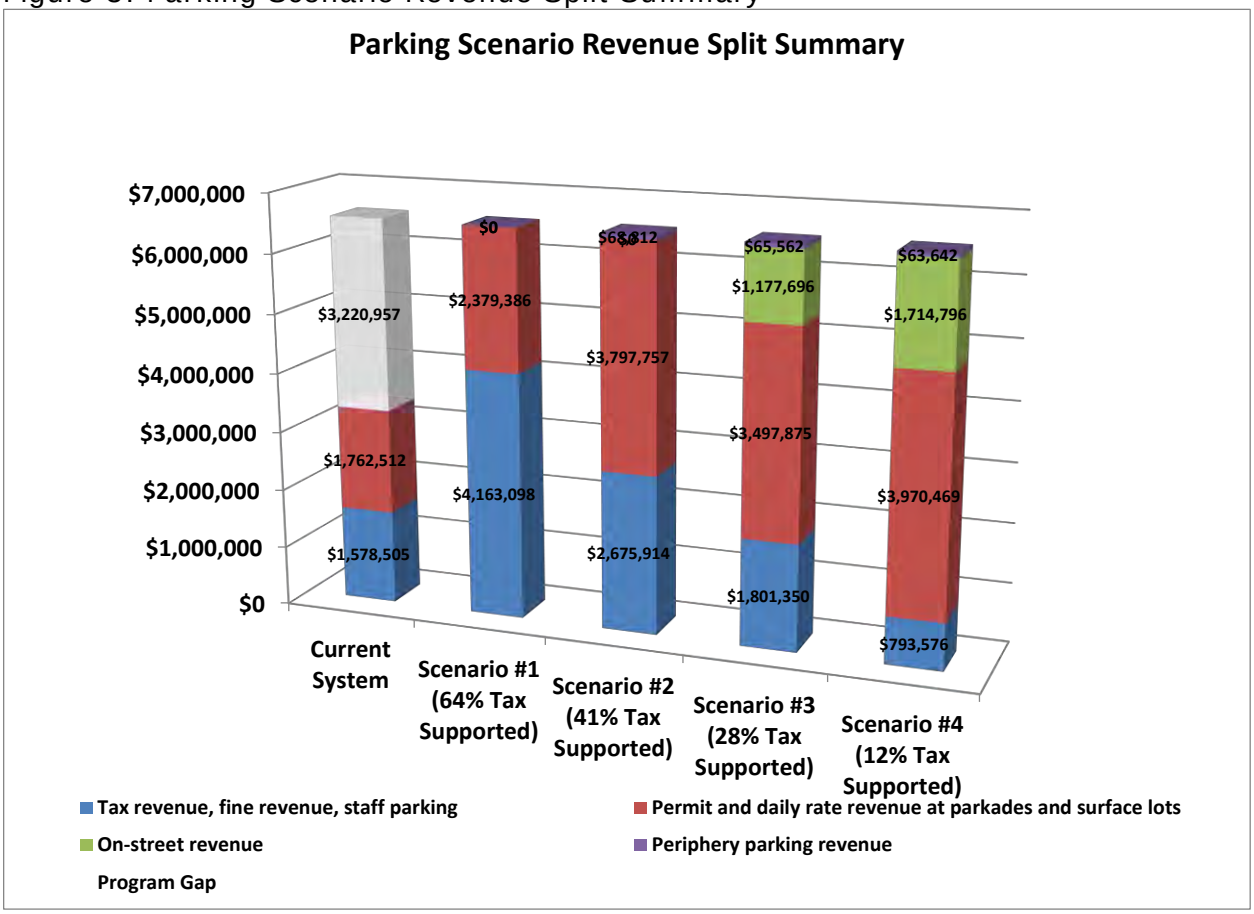


Figure 3 illustrates the revenue split at year 5 of the ramp-up period. The Base Case (Current) Scenario is considered not viable due to the current infrastructure need and inability to enable the necessary parking program elements that support maintenance, staging, economic development, employment, intensification targets and city building. The four scenarios presented follow funding streams through a primarily tax supported system through to a system that is primarily system user supported.

Figure 3: Parking Scenario Revenue Split Summary



Figures 4 & 5 compare the present value of the projected 2020 fees against the backdrop of selected municipal comparators.

Figure 4: Permit Parking Fee Scan

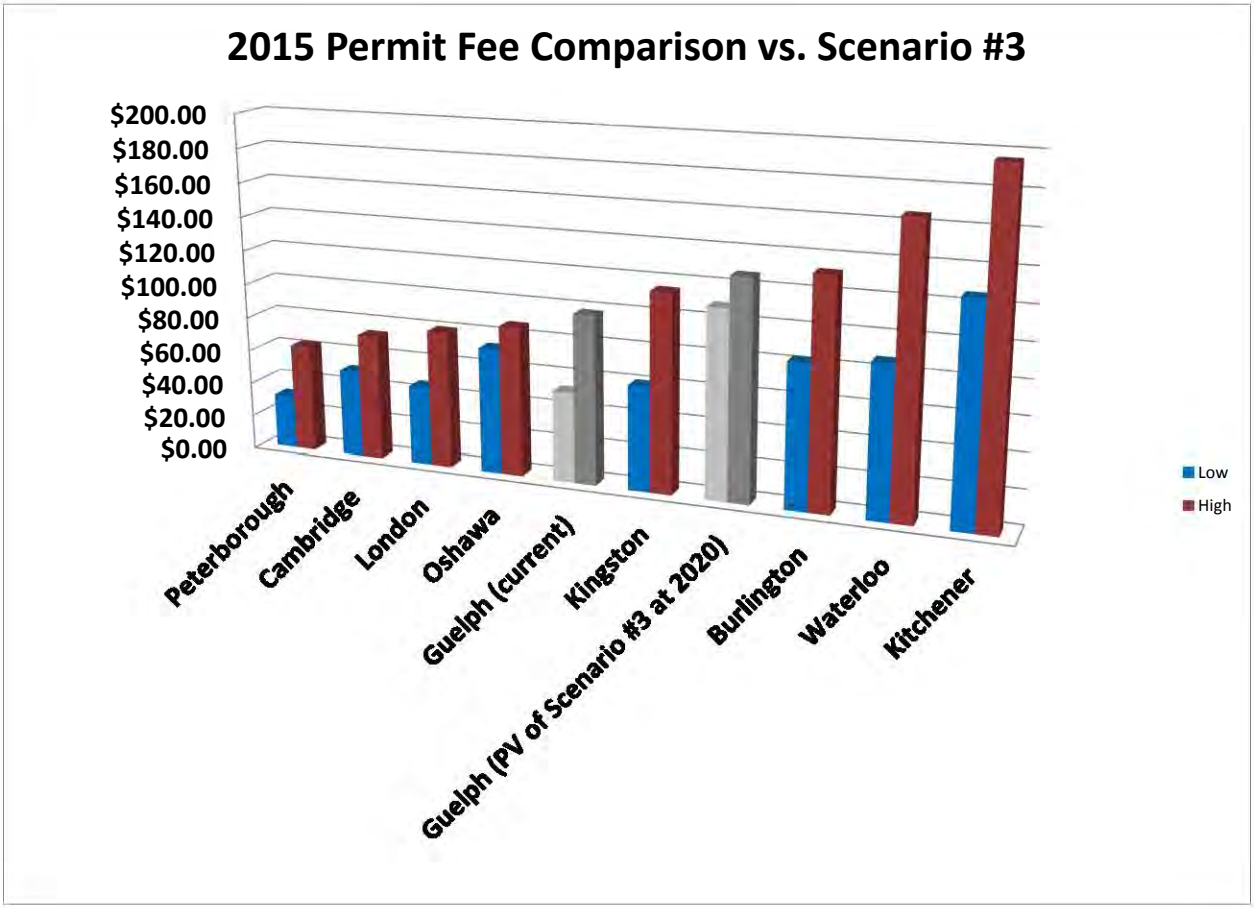


Figure 5: On-street Hourly Rates Expanded Fee Scan (2015 vs. Future Modelled):

1. Community Engagement:

Building on the Parking Master Plan Council Workshop held July 14th of this year, staff proceeded to further refine and conduct the community engagement process aimed at obtaining feedback with respect to utilization of the downtown parking system and periphery, and opinions with respect to parking program requirements, funding strategies and their implications. The consulting firm OraclePoll was retained to finalize the survey and assist in the tabulating and analysis of survey results.

The community engagement process included an online survey, eight PICs, and a presentation to one of Guelph's Rotary clubs.

The online survey was initially available from September 4 to 18. However, with the addition of two PICs (Old Quebec Street Mall and Walmart) staff extended the deadline to September 27 to give the public more time to provide feedback.

The PICs occurred between September 4 and 27 at the following locations:

1) West End Community Centre
2) City Hall
3) Clair Road Emergency Services Centre
4) Stone Road Mall
5) Victoria Road Recreation Centre
6) Evergreen Seniors Community Centre
7) Old Quebec Street Mall
8) Walmart

Communications tactics included paid print advertising, flyer (handed out at the downtown parkades, Farmers' Market, and Guelph Central Station), display boards, direct mail piece to 1,200 houses in the periphery, web content on guelph.ca, and media relations (traditional media and social media).

The response goal for the community engagement process was to achieve more than 400 responses and at the end of the engagement process, 448 responses were received, meaning that the survey results provide a valid barometer of opinions that could be referenced in helping to inform and shape recommendations and path ahead. Further, through discussions at the PICs and through several e-mail correspondences that were received, additional valuable context and perspective was obtained. The complete community engagement parking survey report is included as Attachment 4 and is summarized below:

- Among drivers and those that park downtown, GO transit usage is low and having free parking would have a limited appeal in getting new riders;
- Current free on street parking does appear to be a motivator for getting a significant percentage of respondents or 74% to visit downtown (51% strong impact, 23% somewhat of an impact and 26% no impact);

- Results are almost evenly split on the issue of having to pay for parking even if it means finding a convenient spot (42% yes, 41% no);
- While most feel that current on street parking is working well, concerns were raised that the system is being abused, as at times it is difficult to find spaces and as a result stronger enforcement is needed;
- On the issue of paying for new parking infrastructure, 65% of respondents supported a system where everyone contributes, through a combination of taxation (39%), parking permits (36%) and paid on-street parking (25%);
- There is a feeling among most or 56% that some form of tax dollar input needs to be part of the parking infrastructure solution;
- 64% of responses came from postal codes N1H and N1E at 32% respectively, 11% from N1G, 7% from N1L, 3% from N1K and 1% from N1C with 14% coming from other. Figure 6 illustrates the distribution of responses. The greatest number of responses came from geographies closest to the downtown.

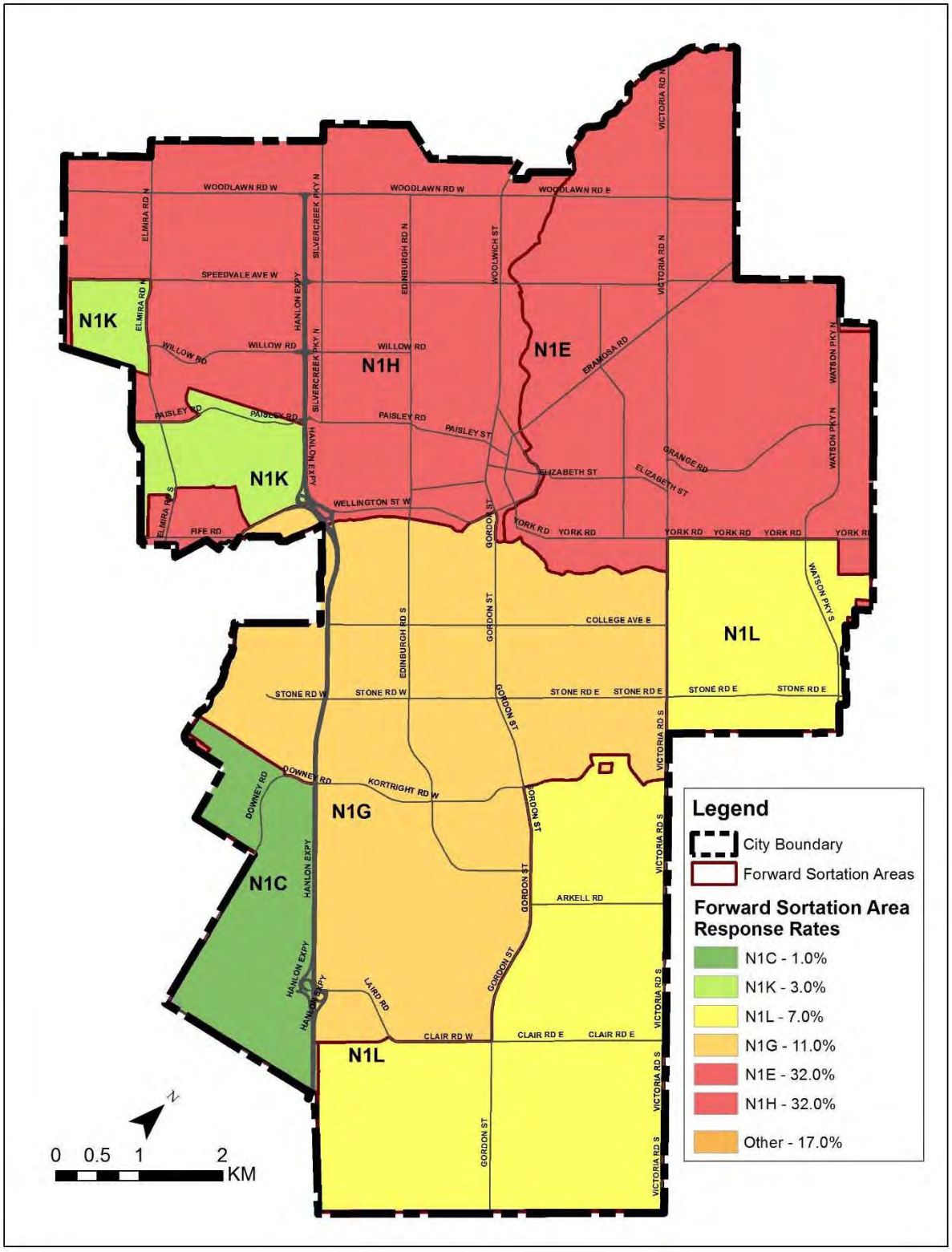
Based in part on the results of the community engagement results, and balanced with the recommendations of the IBI Parking Report, it is staff's opinion that:

1. While free two hour on-street parking has had a strong influence on decisions to visit the downtown; there are concerns provided by respondents that this program is being abused. Improvements need to be sought to improve turnover through improved enforcement and technology.

2. While there is an even split of opinion regarding the re-introduction of paid on-street parking in the downtown, there also appears to be strong support for a blended funding program which would include municipal tax support, monthly parking permits and daily fees, and on-street parking revenue. This suggests to staff that a measured, phased and controlled approach to the re-introduction of paid on-street parking should be implemented.

3. Continuing with the topic of on-street paid parking, staff also recommends the establishment of a hybrid on-street management system that includes both free and paid components, which will result in a practical and balanced approach.

Figure 6: Distribution of Responses by Postal Code



2. Enterprise Governance Model

An assessment governance model options was conducted as part of the IBI's Parking Master Plan background study. Based on the assessment the enterprise governance model was recommended with details to be developed. Discussed in more detail in Attachment 1, key features of the enterprise model include integration of the parking program into economic development and city building objectives, financial sustainability, enhanced customer service and transparency. Based on the immediate infrastructure needs it is envisioned that interim support from the tax base will be required while the enterprise model evolves over time. Development of an enterprise governance model also creates opportunities to transition all or component thereof to the private sector or to have the system leveraged based on opportunities through Guelph Municipal Holding Company.

The possibility of positioning parking infrastructure development and operations for future private investment was raised by Council as its July 14th workshop as a potential service delivery option for assessment and consideration in the near term. The following speaks to Guelph's experience to date and to some of the investment and risk transfer considerations associated with this objective, and lessons learned.

In June of 2011 an application was submitted to P3 Canada for the Wilson St. Parkade. The proposal was not supported because P3 Canada considered the scale of the project as being too small for private sector investment. P3 Canada states that the P3 model is appropriate when the following conditions apply:

1. A major project, requiring effective risk management throughout the lifecycle;
2. There is an opportunity to leverage private sector expertise;
3. The structure of the project could allow the public sector to define its performance needs as outputs/outcomes that can be contracted for in a way that ensures the delivery of the infrastructure in the long term;
4. The risk allocation between the public and private sectors can be clearly identified and contractually assigned;
5. The value of the project is sufficiently large to ensure that procurement costs are not disproportionate; The technology and other aspects of the project are proven and not susceptible to short-term obsolescence; and
6. The planning horizons are long-term, with assets intended to be used over long periods and are capable of being financed on a lifecycle basis.

The above is consistent with the 2014 best practice review findings discussed in Council Report CAFE-2014.36 Municipal Development Corporation Business Case Study Update.

In summary, the lesson learned is there needs to be sufficient scale for the private sector to consider investing in municipal assets, either as a sole or joint venture partner.

The 2014 Parking Master Plan Study also noted that privatization of parking is not considered feasible at this time due to the prohibitive user pay rates that would be required to create a viable business case for the private sector. Staff therefore caution that an increase to user pay fees may actually result in a decline of other private sector investments in the downtown.

Based on the above, it is staff's opinion that given the extent of the upfront capital requirements, scale, current restrictions on parkade permit fees (limit of community tolerance) and other risk transfer considerations when compared to the ability to achieve a rate of return that is on par with other less risky investments, these factors will limit the uptake of this opportunity by the private sector at this time.

Having stated this, it is staff's opinion that as Guelph continues to invest in infrastructure there may be opportunities to better leverage combined assets and needs to achieve the required economies of scale to make private sector investment more attractive, however this option needs careful consideration with respect to potential benefits and detailed pre-planning to create the necessary context.

It is therefore staff's opinion that Scenario #3 provides the best ability to achieve the following within the next five years:

- Address risk transfer matters;
- Establish investment performance criteria for the City;
- Improve economies of scale to attract investment;
- Leverage private sector expertise to produce new facilities in a cost effective manner;
- Address infrastructure life cycle needs/risk; and
- Optimize municipal financial requirements.

3. Timeline and Staging Overview:

Upon approval of the proposed Master Plan, a 5-year program ramp-up period is envisioned between 2016 and 2020 in which key infrastructure and program elements will be developed. The following construction sequence and rationale is included in the financial modeling. Figure 7 highlights key activities during the ramp-up period. Table 3 summarizes the key initiatives and total cumulative tax contribution and total cost required per 5 year period of the envisioned planning horizon. Per section 2 above, opportunities to leverage combined assets and reduce the amount of tax contribution required will be assessed at key times throughout the life of the master plan.

3.1 Wilson Street Parkade, 2016-2017. Wilson is considered the best starting option due to pre-work completed, DC funding eligibility and tender readiness (350 stalls funded as part of model). Subject to Council approval to proceed, the project could be tendered by the end of Q1 2016, with construction completion possible by the end of 2017.

3.2 **Refurbish East and West Parkades** (861 stalls, reserves accumulating as part of model). This infrastructure, constructed in 1983, has a remaining life service life of 20 years. Significant refurbishment work is included in each 5 year interval of the master planning horizon as well as annual routine maintenance requirements. Concurrently and as part of the funding model reserves are established to facilitate replacement of this infrastructure at the end of its service life.

3.3 **Neeve Street Parkade 2019-2020**. At this time, Neeve is considered to be the second priority new parking structure. There is still significant work required to finalize funding, site and programming matters with Metrolinx, and to develop tender and associated request for proposal documents. Discussions have commenced with Metrolinx in this, and other downtown transit related matters.

3.4 **Baker Street Parkade (2018-2020 Tentative)**. Not considered to be in a state of readiness due to the need to develop partnerships that maximize the return for the community from what is considered to be a strategic piece of real estate in achieving City building objectives. Further staging capacity gained through the construction of the Wilson and Neeve facilities is considered a prerequisite. Baker St. (500 stalls) is not funded specifically as part of the model however reserves are accumulating. Should Baker St. emerge as an opportunity early in the 20-year planning horizon special and separate consideration must be given.

3.5 **Fountain Street Parkade (TBD)**. Not considered to be in a state of readiness due to the need to conduct a Phase 2 Environmental Site Assessment and to develop partnerships that maximize the return for the community from what is considered to be a strategic piece of real estate in achieving City building objectives. Fountain St. (400 stalls) is not funded specifically as part of the model however reserves are accumulating. Should Fountain St. emerge early in the 20-year planning horizon special and separate consideration must be given.

Figure 7: 5-Year Ramp-up Period

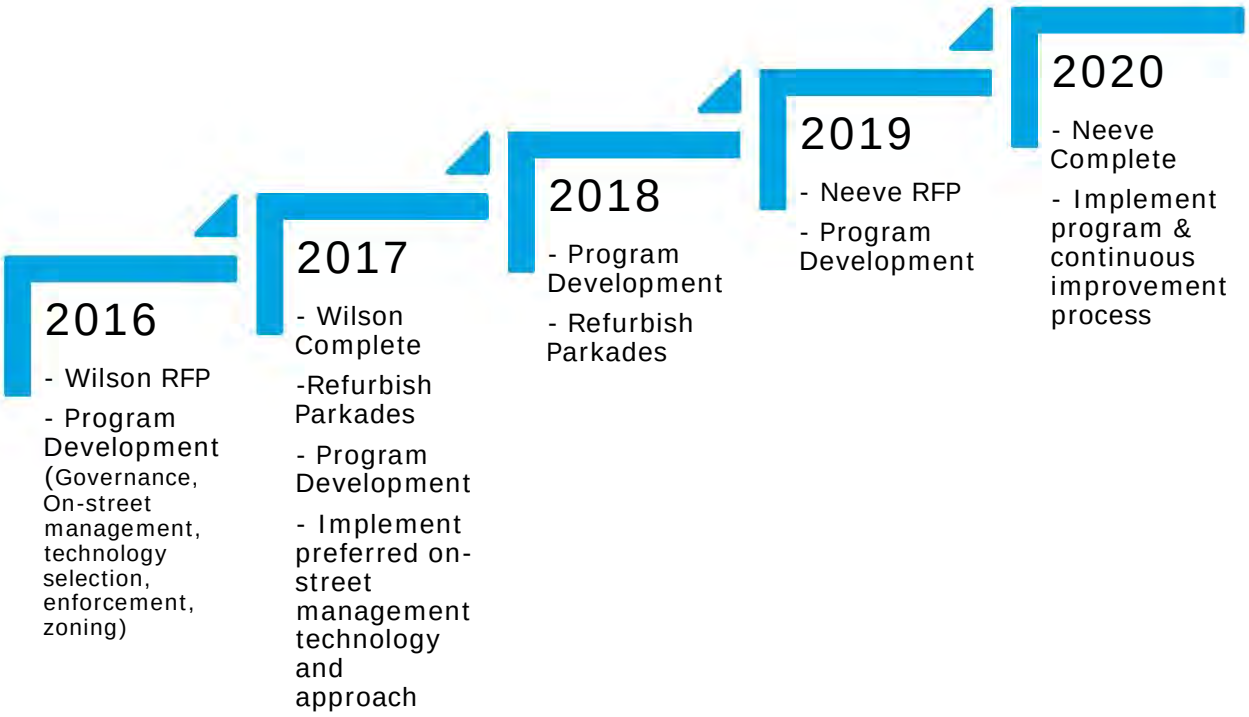


Table 3: Summary of Staging and Cost

Requirements	2016-2020 (Ramp-Up Period)	2021-2025	2026-2030	2031-2035
Significant Capital	• Two (2) Parkades (600 stalls) • Technology purchase, installation and upgrades • Refurbish Parkades	• Refurbish Parkades	• Refurbish Parkades	• Replace Existing Parkades
Program	• Develop governance model • Update zoning by-law • Develop periphery management System • Develop hybrid on-street parking management system • Harmonize parking policy • Optimize Enforcement • Ongoing Operations and Maintenance	• Update Parking Master Plan • Continue to contribute to reserves • Ongoing Operations and Maintenance	• Update Parking Master Plan • Ongoing Operations and Maintenance	• Update Parking Master Plan • Ongoing Operations and Maintenance
*Projected Total Cumulative Tax Contribution	$7.9M (Ramp-Up Period)	$10M	$11.3M	$12.8M
Total Cost	$24.5M	$37.2M	$42.4M	$48.1M

*2015 dollars escalated per assumptions and inclusive of tax contribution, fine revenue transfer and staff parking

Additional key considerations with respect to staging include integration into the larger downtown secondary plan implementation strategy and construction coordination to minimize disruption in the downtown. The Parking Master Plan and Wilson Street parking structures are key initiatives contained in the downtown implementation strategy that enable future private investment opportunities.

4. On-street Parking Management and Active Transportation:

Based on feedback from the Community Engagement (CE) Public Information Centre (PICs) and input provided by the Downtown Advisory Committee, it is recognised that more needs to be done to promote turnover in the downtown and to address parking system abusers. There is a broad spectrum of opinions on how best to achieve this however there appears to be general support for the enhanced on-street parking management program including the introduction of a hybrid on-street management system that includes enhanced enforcement and a free component and a paid component. Further, technology can play an important role in enhancing customer service, flexibility, enforcement and in promoting circulation and access in the downtown while also generating revenue to reduce the required support from the tax base and while maintaining associated fees within the acceptable range of community tolerance and in alignment with municipal comparators.

Enforcement has been a reoccurring theme throughout the CE PICs and is a polarized topic raging from people who feel enforcement is overzealous to those who believe lack of enforcement is leading to parking system abuse that blocks access to goods and services in the downtown. In recent years the role of enforcement has broadened as new enforcement requirements have been added and it is becoming more difficult to provide dedicated enforcement to support the parking system specifically. It is staff's opinion that improved technology and a hybrid approach to paid on-street parking will provide corollary benefits including enhanced enforceability (e.g. pay and display) and voluntary compliance. Over the ramp-up period, staff will conduct a comprehensive review of supporting enforcement requirements in conjunction with application of technology and transition to an enterprise governance model.

Management of parking within the downtown periphery around the downtown is another key consideration and is critical in ensuring success of the parking system as a whole, including ensuring the needs of residents are and maintained while maximizing utilization of the City's on-street inventory. Based on preliminary feedback derived from the PICs, residents are experiencing frustration and conflict with respect to the impact of overflow parking in the periphery as well as concerns were raised with respect to snow removal, traffic and access for residents without driveways. Although the anticipated revenue from the periphery is nominal further and targeted public engagement with respect to management of the periphery is critical and recommended during the Parking Master Plan ramp-up period (2016 to 2020).

Feedback from the CE PICs also highlighted concerns with respect to integration of transportation systems. Further there is interest in having the City promote alternative forms of transportation such as cycling and walking. A modal shift is anticipated in the planning numbers i.e., the 1,500 parking stalls that are anticipated as being required, however working to ensure that there is an integrated approach to transportation in the City will help to ensure target modal splits are achieved and/or bettered and that pricing is coordinated to promote desired outcomes. For example the cost of an adult monthly bus pass is currently $75, whereas current monthly parking fees range from $58 to $81 per month. This places transit in competition with the parking system.

Moving forward and in terms of creating the appropriate incentives to promote and maintain desired modal splits, staff proposes that monthly permit parking rate could be valued in the $120 to $140 range at the end of the ramp-up period would be consistent with similar rates charged in comparator communities. This range would also create an incentive to utilize transit. By creating and assigning the appropriate value to the system, opportunity is created that allows for increases in transit fares, if justified, while still promoting ridership and the desired modal split. Additionally, integrated transportation management supports systems thinking around specific needs such AODA standards, also a concern raised during the CE PICs. Staff will continue to include these key considerations as part of on-going work and reporting through existing committees and as part of annual reporting to Council.

5. Closing Comments:

As stated at the outset of this report, staff is recommending the implementation of Scenario #3 – A blended municipal tax base, user pay (monthly permit fees and daily user fees – including a measured, phased in re-introduction of on street paid parking) approach.

CORPORATE STRATEGIC PLAN:

2. Innovation in Local Government:
2.2 Deliver better public service

3. City Building:
3.1 Ensure a well-designed, safe inclusive, appealing and sustainable City.
3.2 Be economically viable, resilient, diverse and attractive for business.

FINANCIAL IMPLICATIONS:

The recommended parking strategy calculates the annual contribution from tax supported sources required to implement and operate the City's downtown parking operations. It includes funding of the first downtown parkade in 2016 for $13.37M (to be funded from development charges and debt), and a second downtown parkade in 2019 for $10M (to be funded by debt). While the capital budget request for the two new parkades are in the proposed 2016 capital budget and forecast, the recommended parking strategy incorporates the debt servicing and lifecycle replacement costs. The recommended parking operating strategy will be funded through four sources; tax supported funding (28%), permits and daily parking revenue (53%), on-street parking (18%) and periphery parking permit revenue (1%) and results in an estimated increase of $6.43 on the average Guelph tax bill in 2020.

In order to enable the implementation of the envisioned parking program staff have assessed that there is a need to establish adequate operating reserves to ensure pricing stability as parking infrastructure comes on line, debt is issued and as utilization ramps-up. Further, a capital reserve is required to establish sufficient funds that can be leverage to address replacement of existing infrastructure and/or that can be leveraged to enable future parking program requirements as required.

The proposed parking strategy would build a $35M capital reserve for the above purposes. This is estimated to be approximately 50% of the current replacement cost of the East and West parkades and is consider prudent, meeting asset management goals, while not being overly conservative. It is envisioned that reserves and their utilization will be revisited at key times throughout the life of the master plan. Attachment 6 provides more detail with respect to Scenario #3.

DEPARTMENTAL CONSULTATION:

This program and report have received extensive interdepartmental consultation, including the following:

- Financial Services;
- Parking Operations;
- Communications;
- Engineering Services;
- Facilities Management.

In addition, the contents and direction of this report were presented to the City's Corporate Management Team for further input.

Finally, the PMP directions considered valued input provided by the Downtown Advisory Committee.

COMMUNICATIONS:

Business Development and Enterprise will continue to work closely with our internal communications and community engagement specialists to develop targeted communications tactics and community engagement processes in support of construction of the Wilson parkade, development and implementation of the on-street parking management strategy including the periphery and development of an integrated transportation management committee.

ATTACHMENTS

ATT-1	Guelph Parking Master Plan (IBI Group) The full report is available on the City's website at: http://guelph.ca/plans-and-strategies/parking-master-plan/
ATT-2	Community Engagement PIC Display Boards
ATT-3	Community Engagement Flyer
ATT-4	Community Engagement Parking Survey Report
ATT-5	Assumptions Use in Calculations
ATT-6	Scenario #3
ATT-7	Scenario Chart

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Draft Report
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Guelph Parking Master Plan

Prepared for City of Guelph
by IBI Group

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LIST OF EXHIBITS

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1. Introduction

IBI Group has been retained to prepare the parking master plan (PMP) for Guelph's downtown core. The plan has been developed to inform the City's policy decisions on parking and, specifically, to identify, review and evaluate the parking needs and develop a parking plan to support existing and future development as described in the City's Downtown Secondary Plan.

The Downtown Guelph Secondary Plan was developed with a vision of how the city's downtown will transform up to 2031. Downtown Guelph is referred to in the Secondary Plan as "*a distinct and vital urban centre...comprised of beautiful buildings and public spaces, and surrounded by leafy neighbourhoods, where people live, work, shop, dine, play and celebrate.*" The Secondary plan's goal is to guide future growth, ensuring that the historic and cultural importance of the downtown is maintained while supporting higher density residential and employment development.

The redevelopment of lands currently dedicated to surface parking will increase parking demand while decreasing parking supply in a parking system that is operating near capacity. Development of the downtown area to accommodate the population increase of over 6,000 residents and over 1,500 jobs by 2031, in line with the Province's Places to Grow projections, would result in significant changes to existing parking demands. An increase in population of that magnitude within an established downtown will require special consideration in terms of residential occupant and visitor parking demands.

Given the forward-looking nature of the Downtown Guelph Secondary Plan and other City-led initiatives, the parking considerations in this report are aimed at the provision of a parking supply in support of future urban conditions as well as supporting economic development through strategic public investment.

1.1 Study Overview and Objectives

This study will provide an assessment of the needs and opportunities for parking to support the vision of downtown as it develops and intensifies up to 2031. Parking must serve the needs of retail and office employees, customers, patrons of special institutions and downtown residents, and all these stakeholders have different parking needs. Most public parking in Guelph's downtown is currently provided in municipal facilities both on- and off-street.

The primary objective of this study is to identify existing and future parking needs and issues and propose strategies to manage them. It is intended that the recommendations of this study be strategic in nature and provide a guidance for future planning decisions related to parking. The recommendations of the study also address factors that influence parking demand, including the role of transit, carpooling and active transportation. Policies that inform the creation and management of parking supply, including an assessment of by-laws governing parking requirements are also reviewed.

1.2 Outline of Report

This report outlines recommended strategies and supporting analysis. The report is grouped into the following sections:

1. Introduction
2. Public and Stakeholder Consultation

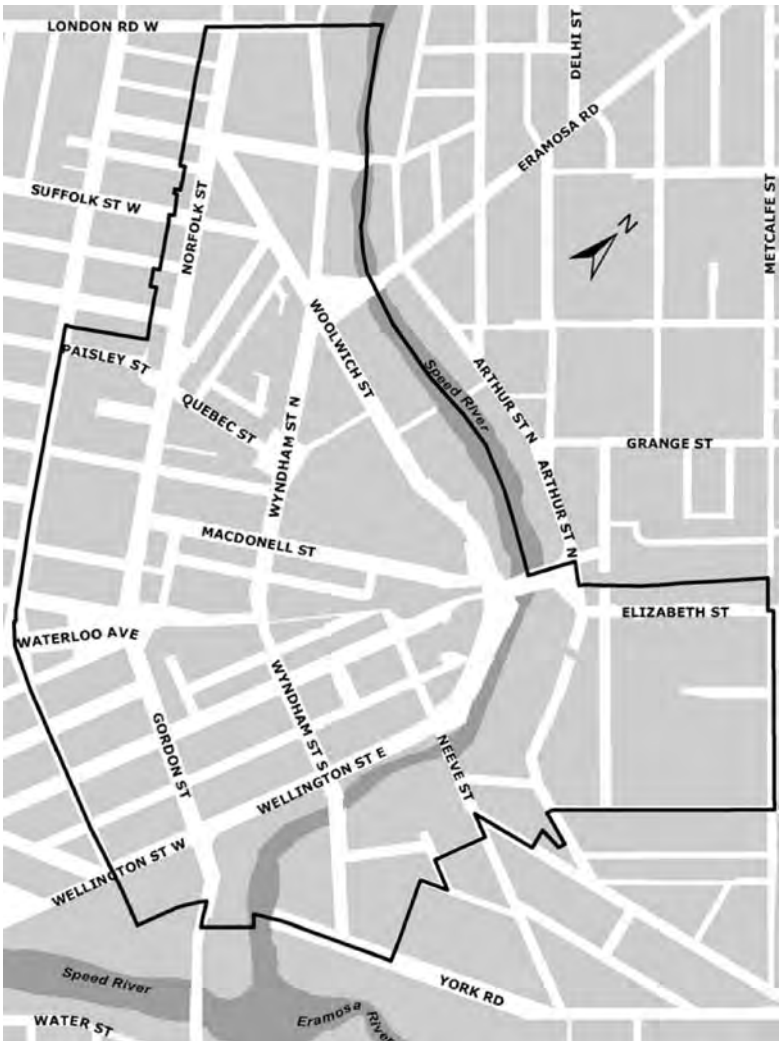
3. Existing Context
4. Future Needs
5. Guiding Principles
6. Development of Parking Master Plan
    - Downtown On-Street Parking Management
    - On-Street Parking Supply
    - Off-Street Parking Management
    - Off-Street Parking Supply
    - On-Street Parking on Primarily Residential Streets
    - Zoning By-Law
    - Parking Governance
    - Financial Sustainability
7. Implementation Plan

1.3 Overview of Study Area and Scope

The lands covered in this study overlap those of the City of Guelph's *Downtown Secondary Plan*. These lands, shown as Exhibit 1.1, include the city centre, as well as other peripheral areas. The study area includes a total of approximately 4,500 off-street parking spaces, of which 1,700 are municipally controlled. It also includes approximately 1,000 municipal on-street parking spaces. While the majority of parking in the study area is provided in the downtown area, the parking in the periphery is directly affected by downtown activity due to both spillover and long-term parkers attempting to avoid pay parking options.

For the purpose of this study, the downtown municipal parking system is defined as all parking that is within the jurisdiction and control of the City of Guelph, including on-street and off-street parking, as well as the assets and personnel required for operating and ensuring compliance within the system (By-law enforcement).

Exhibit 1.1: Lands Subject to the Downtown Secondary Plan



Source: Guelph Downtown Secondary Plan Report

1.4 Study Team

The project team was comprised of representatives of City Staff from various departments. In order to also address the requirements of the various stakeholders, a Steering Committee was also convened to steer the study, which included a Downtown Guelph Business Association representative, staff from Metrolinx and staff from other City Departments. The Steering Committee met 5 times during the study and had an opportunity to comment on the proposed study direction, guiding principles and recommendations.

1.5 Supporting Documents

The following documents were reviewed as part of the PMP. The documents were used to guide the analysis and direction of the PMP. A summary of the documents and how they informed the PMP can be found in Appendix A.

- Downtown Guelph Secondary Plan

    - This study is addressed in more detail in Section 3.1.
- The City of Guelph 2010 Annual Parking Report
- The New Guelph Main Library - Building Program and Functional Plan
- The City of Guelph Zoning By-law
    - The Zoning By-law is addressed in more detail in Section 3.1.
- 2004 Downtown Guelph Parking Study
- 2007 Downtown Parking Strategy
- Downtown Guelph Strategic Assessment - Draft
- Guelph Transit Growth Strategy and Plan and Mobility Services Review
- 2008 City of Guelph Development Charge Background Study
- Permit fees for lots and on-street parking
- Permit listing (available and issued)
- Historic and current financial information for the parking system

2. Public and Stakeholder Consultation

This section provides a summary of major consultation activities related to this study. Public and stakeholder consultation was a key component of this study. Key stakeholders were identified at the onset of the study.

A range of consultation activities provided members of the community and the general public the opportunity to review and discuss current parking issues and future needs. A high-level summary of common themes of discussion and comments arising from these activities are contained in each of subsections.

2.1 Stakeholders

Stakeholder interviews were held in February and March 2013 through one-on-one meetings or via phone. The range of stakeholders included business owners, representatives of Downtown Guelph Business Association (DGBA), residential representatives including Downtown Neighbourhood Association, elected representatives and City staff.

Over 30 stakeholder interviews were conducted and the following are common threads of issues, needs and comments raised by the various stakeholders. A detailed list of the individuals interviewed can be found in Appendix B.

Parking Capacity

- It is difficult to find on-street parking spaces. This is the primary complaint by retail customers, and competition for on-street parking has increased over the last few years.
- Concerns with parking permits include difficulty securing permits in key locations, buildings relying on permit parking (particularly to attract tenants), and potential over-subscribing of same spaces with large permit user agreements.
- Daytime events can have difficulty with parking due to overlapping with daily office parking demands, and future increases in activity throughout downtown will be problematic since parking appears to currently be close to capacity. Evening and weekend parking is generally adequate for residential visitors, unless there is an event.
- Non-provision of parking at GO/VIA station makes use of station less convenient and increases all-day parking need at municipal lots and parkades near the station.

New Parking Supply

- Lack of available parking is an impediment for leasing existing, unused office space.
- Provision of new parking supply could act as a catalyst for downtown development and redevelopment. Newly constructed buildings should provide for their own parking needs, and potential for new parking supply should be created in partnership with developers.
- Development of the Baker Street site will need to deal with temporary (for 2-3 years) displacement of existing 250 parking spaces.
- Parking for GO/VIA station should be provided close to the station or in an off-site lot.

Parking System Operation

- Concerns with equity with regards to treatment of City staff permits versus other downtown employees/workers.
- Enforcement does not appear to effectively prevent parking all day on downtown streets, and raises the issue of equity and enforcement inconsistency in how some users get away with all-day parking.
- Two hours of free parking once-per-day is generally positive, although has impact on people making two trips downtown on the same day.
- Signage and wayfinding could be improved to help with more even use of parking facilities.
- No Memorandum of Understanding on enforcement levels between Parking and By-law departments.

Transportation Alternatives

- There is consideration and support for the transit growth strategy. For example, there is potential for other events to use a transit program similar to that for Guelph Storm games.
- Transit and active transportation is identified as part of long-term solution, although it cannot fully address immediate needs. Also, Guelph downtown acts as regional centre, and longer-distance trips with limited transit opportunities limit ability of TDM and transit strategies.
- There is a deficit of secure bicycle parking in the downtown area.
- Technology, especially pay-by-phone or credit card systems, could aid in acceptance of paid on-street parking.

Other Issues

- Free customer parking is important for downtown business, although there is a culture and expectation to being able to park close to destination.
- There are concerns that downtown parking and enforcement revenues are not going back into the downtown, and there is no ability to fund future capital works from within the parking system (which currently must rely on tax base).
- Some stakeholders commented that the parking system is not focused on the end users, and some noted feeling outside of the process of setting policies and parking rates that ultimately affect them and their customers/visitors.
- Choice/competition of locations within City of Guelph (downtown versus suburban) is an issues as businesses consider seeking opportunities with on-site and/or unpaid parking.

Overall, key issues focused on parking as a core factor in city building and economic development. Parking in the downtown, in particular free on-street parking, is seen as vital for businesses and their employers and customers/visitors. Lack of parking and daytime parking capacity is perceived as a barrier and disincentive for redevelopment and intensification.

2.2 Public Information Centres

Three Public Information Centres (PICs) were held to give interested parties an opportunity to learn more about the PMP study process participate in its development. The PICs were used to provide a setting where members of the public could learn the current status of the PMP, discuss parking issues and provide comments and recommendations. The following is a summary of the three PICs.

PIC #1

The first PIC, held on February 26, 2013, introduced the study scope and objectives, including the primary components of the PMP, and provided some background context on why parking is important and existing demand in downtown Guelph. This PIC also asked attendees to comment about parking issues, including where they typically park in the downtown area. In total, nearly 50 people attended the PIC event.

Comments as part of this public consultation activity are summarized under the following themes:

- Enforcement is not effective, and does not deter from parking over the two-hour limit and/or overnight where not permitted.
- Feedback about two-hour free parking policy in downtown has been mixed. On one hand, it is important for downtown businesses, as customers may shop elsewhere if they had to pay for parking. On the other, the two-hour limit throughout downtown is a deterrent for other potential shoppers, particularly families with young children, who generally take more than two hours.
- There are no designated residential parking spaces adjacent to downtown, and parking spillover into residential streets is a major issue. Residents have trouble finding parking near their homes and tend to compete for parking with downtown employees who park for free on these streets instead of paying at lots or for a permit.
- More permits than spaces are sold for some parking structures.
- There is a shortage of accessible parking spaces, and introduction of pay parking would be a barrier for elderly, disabled and those accessing social services.
- Need for parking, including accessible spaces, near the transit hub/station.

Comments received as part of this first PIC included suggestions on how to address or improve parking issues. This included changes to parking operations such as:

- Allowing businesses or residential complexes to buy-into on-street parking spaces;
- Charging for on-street parking and permitting two-hour free parking on lots;
- Changing the parking system to have certain streets be paid on-street parking, and others be two-hour free parking;
- Providing flexibility for users to pay for parking time over two-hour free parking period.
- Permitting overnight parking in residential neighbourhoods;
- Introducing on-street parking during off-peak periods on four-lane thoroughfares like Gordon Street; and
- Better coordinating city buses with GO Transit to reduce need to drive to station.

Other improvement suggestions included additional bicycle parking, incentives such as a rewards program for people not to drive to downtown, and changes to transit services to make it more convenient and competitive to driving.

PIC #2

A second PIC was held on April 16, 2013 to summarize work done to date, including parking data collected and comments received. The primary purpose of the second PIC was to present the draft Guiding Principles for the PMP, and potential parking strategies to work towards these principles. About 20 people attended the PIC event.

As the focus of this PIC was presenting the draft guiding principles, most of the comments and questions were focused on addressing them. A brief overview of the questions and comments received following PIC #2 is summarized below. Comments which significantly overlap with those from PIC #1 are not included.

- Areas outside the core should also be explicitly addressed in the guiding principles and the community should have the opportunity to consult with City Staff about their concerns and recommendations.
- Clarification of intention and wording of specific guiding principles.
- The City should also encourage other modes of transportation to reduce parking demand. More bicycle parking is required and car sharing initiatives should be investigated.
- Consider alternate arrangements for operation and management of the parking system. Selling to private firms or moving the system to a holding company was suggested.

PIC #3

A third and final PIC was held on June 13, 2013 to summarize work done to date and to get the public's feedback. The primary purpose of the third PIC was to present the preliminary recommendations for the PMP and to encourage a conversation around the ideas. Approximately 30 people attended this PIC including two City councillors.

As the focus of this PIC was presenting the preliminary recommendations, the majority of the discussion and comments were focused on addressing them. A brief overview of the questions and comments received based on the information presented at PIC #3 is presented below. Comments which significantly overlap with those from the previous two PICs are not included. The comments are divided based on the recommendations that they address.

- On-street parking management:
    - Some general support of reintroducing paid on-street parking as a way of better managing on-street parking spaces.
    - Paid parking was recognized as easier to enforce and also various pricing models could be used to limit who parks and for how long.
    - Small business owners are "scared" of the effect of on-street parking.
    - Business owners support paid parking but only if the downtown is economically vibrant enough to support it.
    - More enforcement of the existing system may result in higher turnaround that is desired, even without introducing paid parking.
    - More enforcement may lead to the turnaround that those who were initially supporting free parking were hoping for.

    - Must look beyond downtown when considering adding paid on-street parking.
- Off-street parking management
    - Lot attendants are a great expense and automation would be more cost-effective.
- On-street parking supply
    - Upper Wyndham should be considered for angled parking to increase on-street supply.
    - If new parking costs $40,000 per space, finding new on-street parking spaces should be considered as $40,000 saved for the City.
- Residential parking system:
    - Current permit pricing seems unfair, residents should pay less.
    - It would be even fairer if it was extended beyond the downtown area to the entire City.
    - If it is the City's intention, it should be clearly stated that all streets are public space and public parking on residential streets is a resource that is not exclusively for residents.
- Transportation Demand Management
    - Bicycle parking should be put in place before new automobile parking is built and automobile parking needs should be constantly reassessed – impact could be significant.
    - Can employers encourage employees to use other modes when coming to work? Incentives?
- General Comments
    - 18-20 years in the future seems challenging to plan for and the parking system will require a robust implementation plan that allows for constant reassessment.
    - It would be helpful to survey parkers to find out where drivers are coming from. Some may be within walking/cycling distance but attracted to free on-street parking.

2.3 Corporate Administration, Finance and Enterprise (CAFE) Committee

On May 13, 2013 an interim report was presented to the CAFE Committee outlining the (then) draft guiding principles. In the presentation to the committee, the work done to date was presented including a summary of the challenges and opportunities related to parking in the downtown and outlining the feedback received from the April Public Information Centre. The draft guiding principles and potential parking strategies were highlighted.

Some questions and comments received at the meeting included concerns the following:

- Guiding Principles need to reflect issues and concerns on residential streets.
- What does it mean to be financial sustainable?
- How to balance desire for free on-street parking while building capacity for the future?

3. Existing Conditions

This section will show the conditions with the most influence on the parking system in Guelph as they exist today. Thorough examination of these elements will guide the study in identifying the areas for improvement in providing parking for the future of downtown Guelph. The following components of the parking system will be analyzed in detail in the proceeding sections:

- Policy Context
- Management and Operation
- Supply and Utilization
- Revenues and Expenses

3.1 Policy Context

The following sections outline the existing policies in place that will guide the study process. Where appropriate, recommendations will be made for where there is the potential for policy changes to be made to better address the future parking needs in the downtown.

Downtown Guelph Secondary Plan

As a part of the process of updating Guelph's Official Plan, the *Downtown Guelph Secondary Plan* was prepared in 2010 to help develop a comprehensive, long-term vision of intensification in the city centre. Downtown Guelph has been designated as one of the Province's Urban Growth Centres and the Secondary Plan has been developed to assist in moving forward to conform to the growth targets mandated by the *Places to Grow* growth plan.

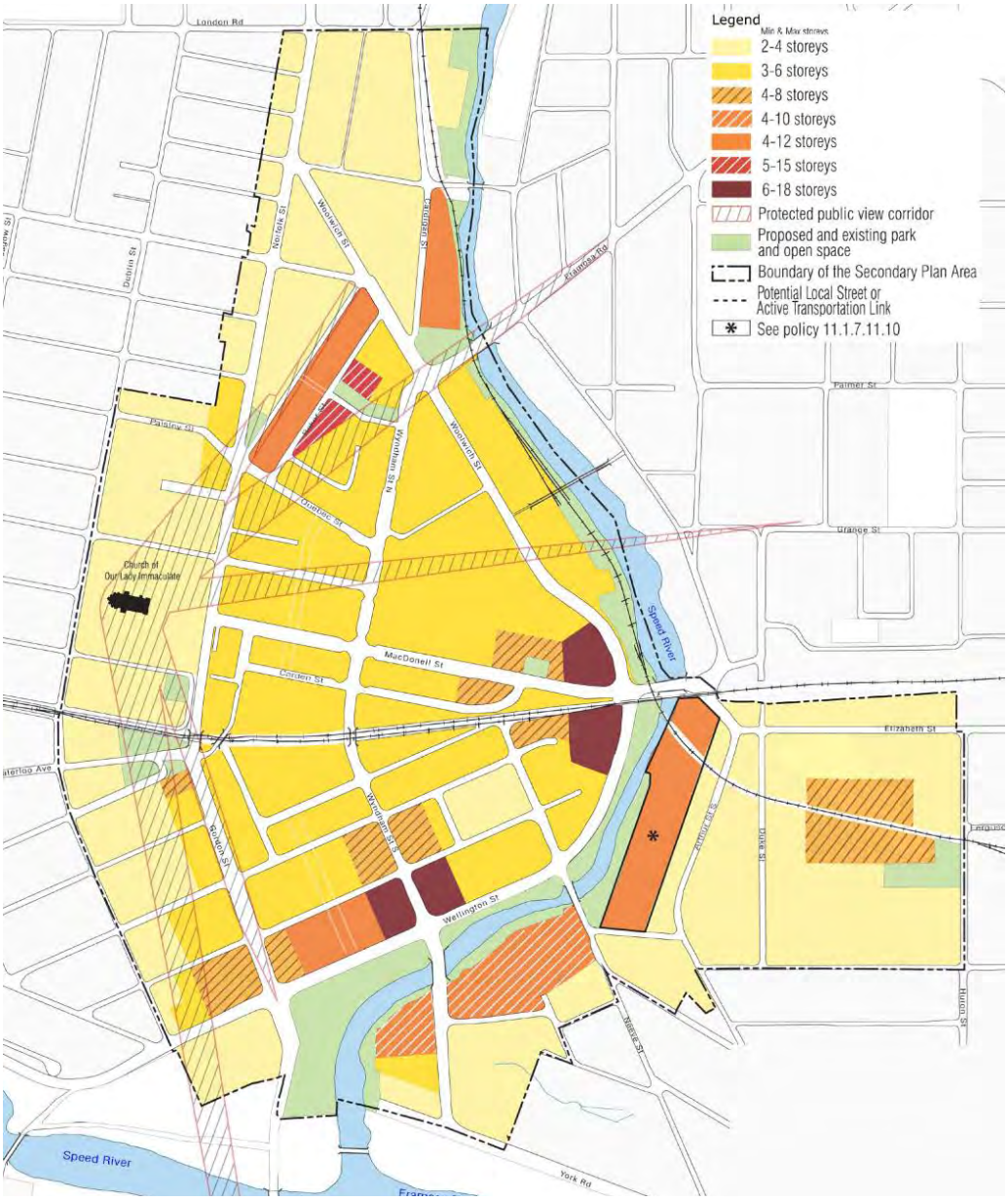
This plan has been approved and contains policy direction for the future development of the downtown, including parking. The report recommends that the City remains as a primary provider of on- and off-street parking while reducing the amount of surface parking in the core, instead providing parking in mixed-use developments and more structured parking facilities.

The plan recognizes that the intensification of residential and employment uses will result in increases of parking demand, while the redevelopment of lands currently supplying off-street parking will result in a decrease in parking supply unless the built form of the parking is changed. In order to address this potential parking shortfall, the study recommends that new developments should be built in conjunction with dedicated on- or off-site structured parking and that surface parking should be limited. In cases where above-grade parking is built, it should be concealed within other developments, meaning that residential or commercial uses should front the street with parking contained within the development.

The map showing the area covered by the Downtown Secondary Plan is shown in Exhibit 3.1, covering the historic core, downtown area south of the train tracks and some of the peripheral areas.

The plan also recognizes that most of the redevelopment potential is south of the train tracks on both sides of the river. Currently this part of the study area is underdeveloped and somewhat disconnected from the historic downtown. There is potential for this area to help revitalize the city's downtown, acting as an area of increased residential density, allowing more people to live downtown and increasing the vitality of all downtown uses. Development of the lands south of the train tracks is currently constrained somewhat by "suburban" Zoning By-law requirements, especially with regards to parking rates. The secondary plan and this PMP will attempt to address some of those concerns.

Exhibit 3.1: Downtown Minimum and Maximum Height Building Heights



Source: Guelph Downtown Master Plan

Zoning By-law

The City of Guelph Zoning By-law 14864 was adopted by Guelph City Council on June 19, 1995 and includes regulations for off-street parking requirements for new developments in Guelph. The Zoning By-law outlines parking requirements for various land uses that apply for new developments throughout the city. However, the By-law also includes specific regulations for developments in the central business district (CBD) zones which cover most of the downtown area. Specifically, the off-street parking requirements to be provided by developments in the rest of the city are not applicable to developments in zone CBD.1.

All the lands zoned CBD.1 are contained within the bounds of Norfolk Street to the west, the Speed River to the east, Norwich to the north and the train tracks to the south. None of the lands south of the train tracks are zoned CBD.1 and all must conform to the required parking rates of the rest of the city.

Most lands outside the core, including those in the downtown secondary area south of the train tracks, have the same parking requirements. A sample of these requirements for selected land uses is shown in Exhibit 3.2.

Exhibit 3.2: Zoning By-law Parking Requirements for Areas Outside CBD.1

USE	MINIMUM REQUIRED PARKING SPACES
Office	1 per 33m^2
Retail Establishment	1 per 16.5 m^2
Restaurant	1 per 7.5 m^2
Medical Office	7 per practitioner
Apartment Buildings	For first 20 Units: 1.5 After 20 units: 1.25 No Visitor Parking required.
Hotels	1 per guest room plus 1 per 10m^2 GFA open to the public excluding corridors lobbies, or foyers.

Lands zoned CBD.1 have different parking requirements to address the historic built structure of the downtown core where it may not be possible to provide parking at the same rate as outside and where the density of complimentary land uses allows for the more efficient use of parking, requiring less land to be dedicated to parking. Exhibit 3.3 shows the By-law parking requirement rates for CBD.1 for the same land uses as shown in Exhibit 3.2.

Exhibit 3.3: Zoning By-law Parking Requirements for Areas Zoned as CBD.1

USE	MINIMUM REQUIRED PARKING SPACES
Office	No required parking
Retail Establishment	No required parking
Restaurant	No required parking
Medical Office	No required parking
Apartment Buildings (Dwelling units with commercial uses)	1 per unit (Exception: No off-street parking within buildings built prior to June 7, 1971). No visitor parking required.
Hotel	1 per guest room

The most significant difference between the parking requirements in the two zones is that no parking is required for most commercial uses and residential visitors in the CBD.1 zones. Allowing development with reduced or no parking encourages a more urban built form with no surface parking as well as a higher utilization of the publicly available parking supply. However, in a case where nearby public parking facilities are operating at or near capacity, this policy can lead to additional strain on the parking system with no relief. The current policy also limits the ability to implement policies such as cash-in-lieu of parking and would require amendments in order to allow such measures.

3.2 Parking Management and Operations

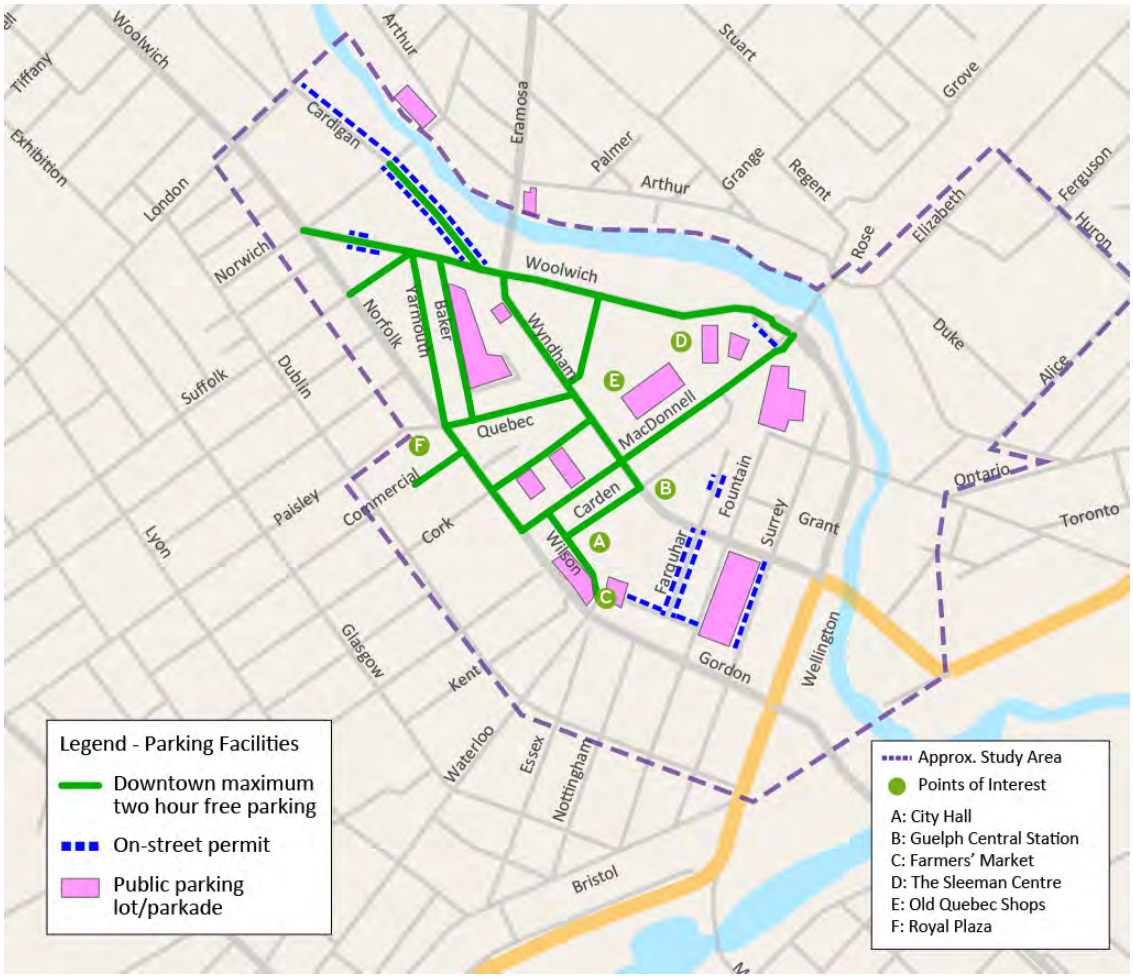
Management

Municipal parking in the downtown Guelph area is managed and operated by the City of Guelph and is administered through the Public Works Department, Traffic and Parking Division, under the larger Service Area of Operations, Transit and Emergency Services. The City owns all of the parking lots and structures that it operates.

Exhibit 3.4 shows the downtown parking system with the off-street parking facilities, on-street parking with two-hour free, once-per-day restriction, and on-street permit parking.

A significant portion of the on-street parking in the historic core is made available by the City of Guelph on a two-hour free, once-per-day basis. Free parking was introduced to downtown Guelph at the end of 2007, replacing metered pay parking. On-street parking meters exist on Farquhar and Fountain streets. On-street parking rates for these meters are $1.75 per hour or part thereof, with a minimum purchase rate of $0.50 (rates as of February 1, 2012). Pay parking on Farquhar and Fountain streets meters is enforced Monday to Friday from 8:00 a.m. to 6:00 p.m. and have a two-hour maximum.

Exhibit 3.4: Downtown Parking System



Off-street parking is a mix of both permit parking and pay-and-display. No free parking is offered in off-street facilities. Parking rates, effective February 1, 2012, are $1.75 per hour or part thereof, everyday from 8:00 a.m. to 6:00 p.m. The East Parkade, Neeve Street and Fountain Street parking lots provide permit parking only, although the Fountain lot provides free parking on evenings and weekends. In addition, during special events outside of regular pay-parking hours, a $5 flat rate fee is applied for parking at the East and West Parkades, and the East Surface and Baker Street lots. Monthly permit parking costs range from about $35 to around $89 based on the off-street facility, as shown in Exhibit 3.5.

On-street parking restrictions on streets outside of the downtown core range from prohibited to hourly (1, 2 or 8-hour) limits. Overnight on-street parking permits are available to residents with no existing or constructible on-site parking space (e.g. driveway or garage). Overnight permit holders are exempt from the 2:00 a.m. to 6:00 a.m. on-street parking restrictions, and cost $148 plus tax for November through April. Overnight parking restrictions are not enforced May 1 to October 31. Time Exempt parking permits are also available to exempt residents' vehicles from time limited parking restrictions on their street. Priority is given to residents without on-site, off-street parking, and remaining permits are provided on a first-come, first-serve basis. Current cost of these daytime time exempt permits is $240 plus tax per calendar year.

Most of the streets outside the historic core also provide free on-street parking but without the once-per-day restriction that is in place downtown. This means that a vehicle can remain legally parked on these streets for longer than two hours only if it is moved every two hours. The once-per-day restriction implies that a driver who parks in the downtown cannot remain longer than two hours after they first park and cannot re-park in any other downtown on-street location after the initial two hours are complete. Due to this policy, there is no way for a vehicle to legally park in the marked roads for longer than two hours, even if the user is willing to pay. Therefore, users wanting to parking for more than two hours, or multiple times, would need to use an off-street lot. This policy is used to discourage drivers from using the on-street parking for long-term stays, ensuring that the spaces are available for visitors and patrons of downtown businesses.

Exhibit 3.5: Cost of Monthly Permit Parking

PARKING LOT	RESTRICTION	MONTHLY PERMIT COST	PARKING LOT	RESTRICTION	MONTHLY PERMIT COST
Cardigan St.	-	$47.46	Farmers' Market Lot	Permit only (daytime)	$77.12
Cardigan St. meters	-	$49.83	Baker Lot	Permit and attendant	$83.06
Norwich Lot	Permit only	$35.60	Wyndham Lot	-	$88.99
Arthur Lot	Permit only	$47.46	Neeve Lot	Permit only (daytime)	$62.15
West Parkade	Permit and attendant	$83.06	Woolwich Street	-	$49.83
East Parkade	Permit only (daytime)	$83.06	Freshfield Street	-	$59.33
East Surface Lot	Pay-and-display (P&D)	-	Farquhar Street East	-	$59.33
Macdonell Lot	Permit and P&D	$83.06	Surrey Street	-	$53.89
Wilson Lot	Permit and P&D	$83.06	**RESIDENTIAL**: Baker, Wilson, Macdonell and West Parkade	Residential permit	$43.90
Farquhar Street meters	-	$59.53	**Hourly Parking Rate**		1.75 per hour

Enforcement

Parking enforcement is undertaken by the By-law Compliance and Security Department under the larger Service Area of Operations, Transit and Emergency Services. While there are two officers assigned daily to parking enforcement duties, these officers can be called away at any time to complete a number of other By-law enforcement duties.

In 2012, 26,023 parking tickets were issued city-wide. Of those approximately 5,300 were infractions in the downtown. Based on the assumption that the tickets are issued only between Monday and Saturday and not on statutory holidays, it can be said that approximately 22 tickets were issued on the average weekday in 2012 (assuming 25% more tickets issued during the week than on Saturdays).

Compliance staff also indicated that in 2012 there were 2,916 tickets issued due to over-time infractions with the majority being issued in the downtown. Applying the same methodology as above, it can be said that approximately 12 tickets were issued on the typical 2012 weekday for over time infractions in the downtown.

The two-hours-free, once-per-day restriction in the downtown is often enforced through the use of a “licence plate capture” vehicle to enforce. This technology identifies vehicles by their licence plates and can determine if they were observed in any other location in the downtown core more than two hours before, thus being in violation of the parking restriction.

Source: www.genetec.com

3.3 Parking Supply

The downtown Guelph municipal parking system operates with both an off-street and on-street component. As described in the previous section, the on-street parking system in the urban core is managed based on a two-hour free, once per day policy. Approximately 560 on-street parking spaces are provided under this policy, representing the spaces in the area highlighted in green in Exhibit 3.4.

Outside of the two-hour free, once a day policy area, free parking is available with the restrictions as described in the previous section. There are approximately 450 on-street parking spaces available in the downtown secondary area that are not governed by the once a day policy.

The off-street parking system provides parking in twelve surface lots and structures, most of which are within the Downtown Secondary Plan area. These lots provide approximately 1,710 parking spaces.

In addition to the municipally provided public parking, there are also several private lots providing publicly accessible parking. Typically these lots are reserved for employees or patrons of downtown businesses. There are approximately 1,900 parking spaces provided on private

facilities in the downtown secondary area, predominantly provided in surface lots serving local businesses.

Overall the existing parking system in the downtown secondary area contains over 4,600 spaces with nearly 60%, or approximately 2,750 spaces of those spaces operated by the City of Guelph.

3.4 Parking Utilization

In order to assess the parking utilization of the on-street parking system in the study area, parking surveys were completed for a representative sample of the downtown and periphery areas. Surveys were conducted every hour during the weekday from 9:00 a.m. to 5:00 p.m. Exhibit 3.6 shows the locations where on-street surveys were completed. A small sample of streets (Macdonell, Carden and Wilson) was sampled on February 13 and 14, 2013 while a significantly larger area was surveyed March 20, 2013. Occupancy (vehicular count) and parking turnover data were captured in both these surveys. Turnover surveys were completed through partial licence plate capture of each parked vehicle by location to allow determination of how long individual vehicles were parked in a particular location. Some areas fall outside the study area; however, these were surveyed in order to get a better picture of how downtown parking affects the peripheral areas.

The City of Guelph also provided detailed data for eight of the off-street parking facilities. The lots where data was provided were the Baker Street Lot, the Wyndham Lot, the Macdonell Lot, the Wilson Lot, the West Parkade, the East Parkade, the East Parkade Surface Lot and the Fountain Lot.

Results of the on-street parking surveys and observations and the provided off-street data are presented in several Exhibits in this section.

Exhibit 3.6: Locations and Dates of IBI On-Street Surveys

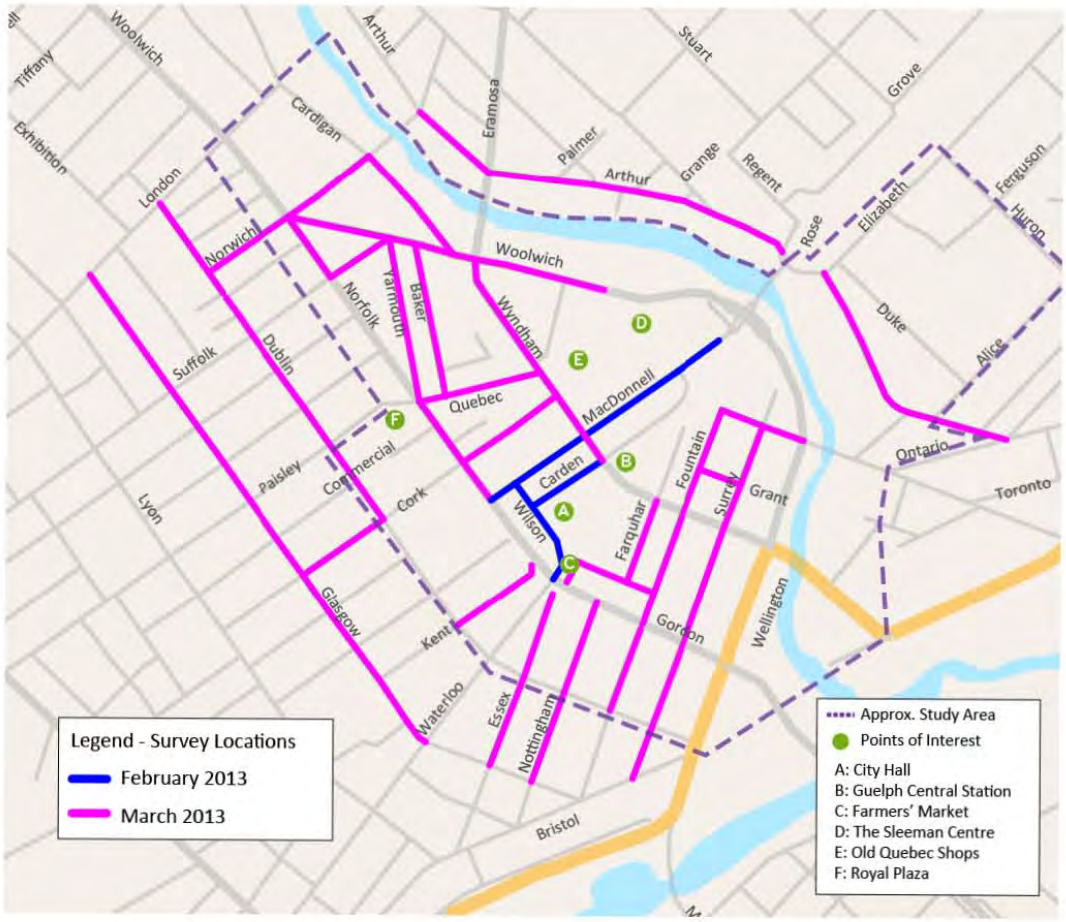


Exhibit 3.7 shows the average daily occupancy rates on the surveyed streets and off-street lots. This was calculated by taking the average number of vehicles parked on the street segment or lot throughout the day and dividing by the total available capacity. Based on this map, over half of the surveyed streets operate at over 55% average capacity throughout the day. This is especially true in the historic core with nearly all streets operating at over 70% average occupancy.

The larger off-street lots all operate at over 55% average occupancy throughout the day with the East Parkade and the Fountain Lot approaching 85% capacity.

Exhibit 3.7: Downtown Parking System - Average Occupancy

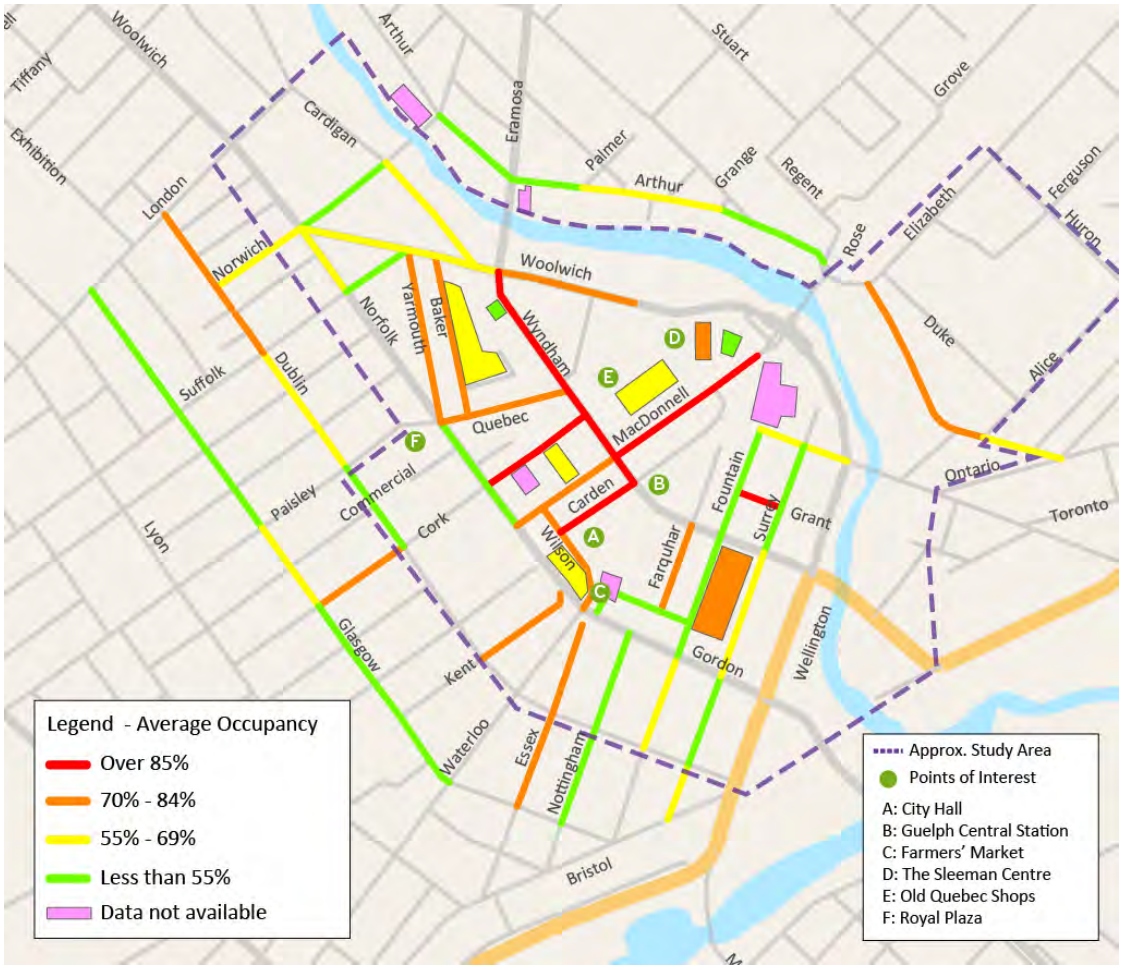


Exhibit 3.8 shows the maximum daily occupancy levels on the surveyed streets and off-street lots. This map should not be taken to reflect a single point in time; rather it reflects the peak occupancy observed over the entire day for each separate segment or lot. Based on this, it can be seen that some road segments never reach 55% occupancy; however these streets are all located outside the historic core. Nearly all streets in the historic core reach over 85% occupancy at some point in the day which indicates that they are effectively full making finding a space challenging for drivers, resulting in an increased likelihood of a driver having to circle while looking for a parking space.

Most of the off-street lots where data was provided are shown to be approaching 85% occupancy. While there is some spare capacity, the occupancy levels indicate that the facilities are approaching the practical capacity of 85% and are likely to be full at some parts of the day. Lots such as the East Parkade, Fountain and Neeve Street lots also are fully subscribed for the number of permits available.

Exhibit 3.8: Downtown Parking System - Max Occupancy

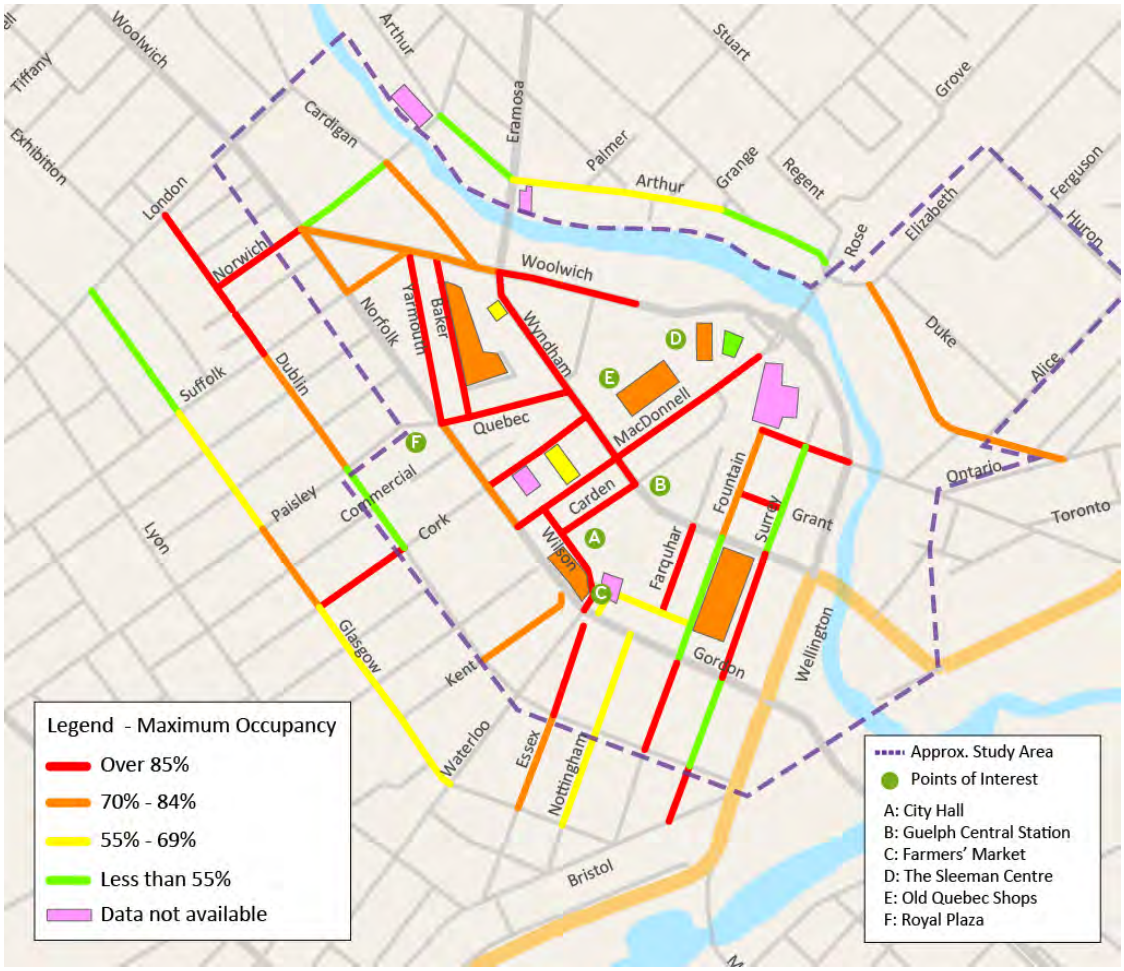
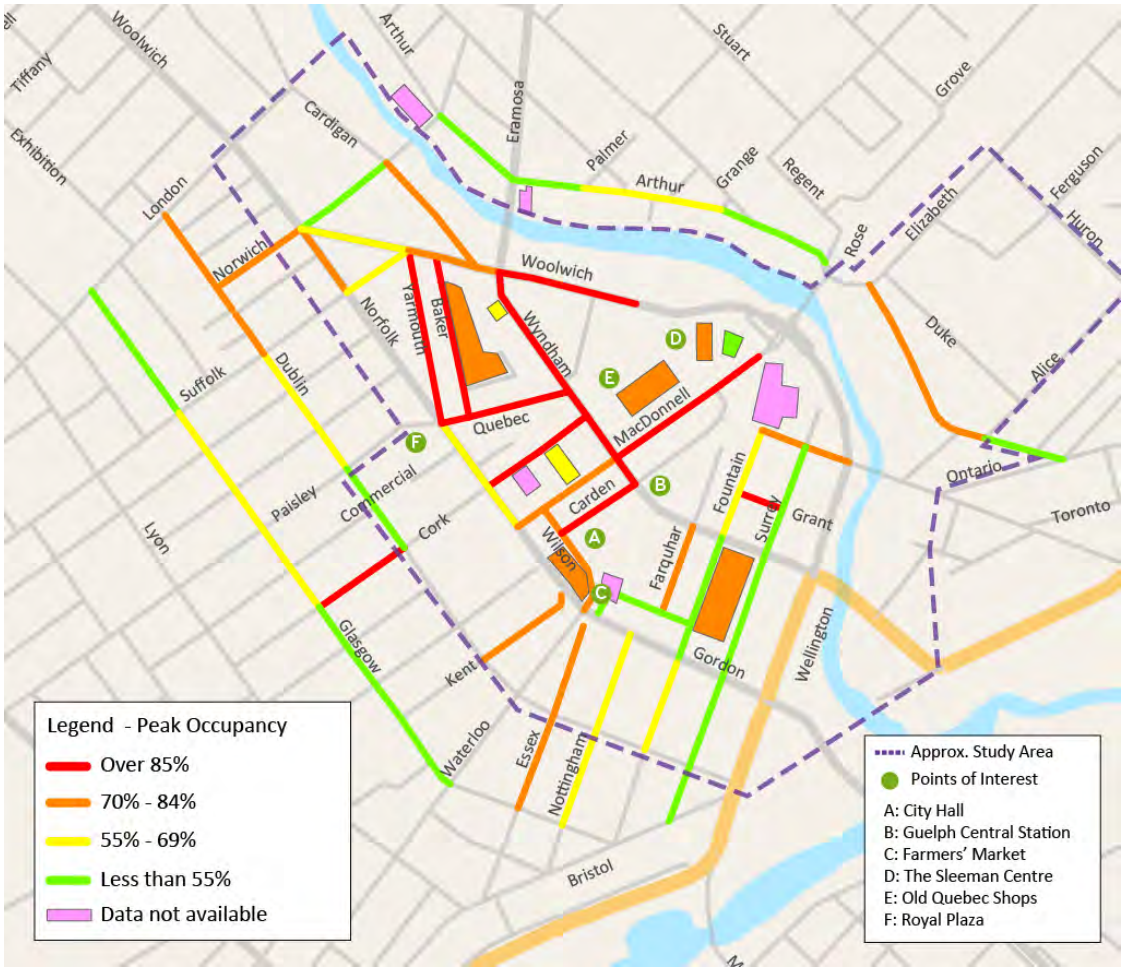


Exhibit 3.9 shows a snapshot of the occupancy levels at the overall observed peak parking period. This represents the time (11 a.m. to 1 p.m.) when the most street segments are at their peak occupancy levels. From this it can be seen that even in the time of peak parking occupancy, there are a significant number of available spaces in the downtown periphery; however, the central core is effectively full with over 85% occupancy on most major streets. The off-street system's occupancy in the peak period is similar to the maximum presented in the previous Exhibit, indicating that the off-street peak period coincides with that of the on-street system while never exceeding 85% occupancy.

Exhibit 3.9: Downtown Parking System - Peak Period Occupancy (11 AM to 1 PM)

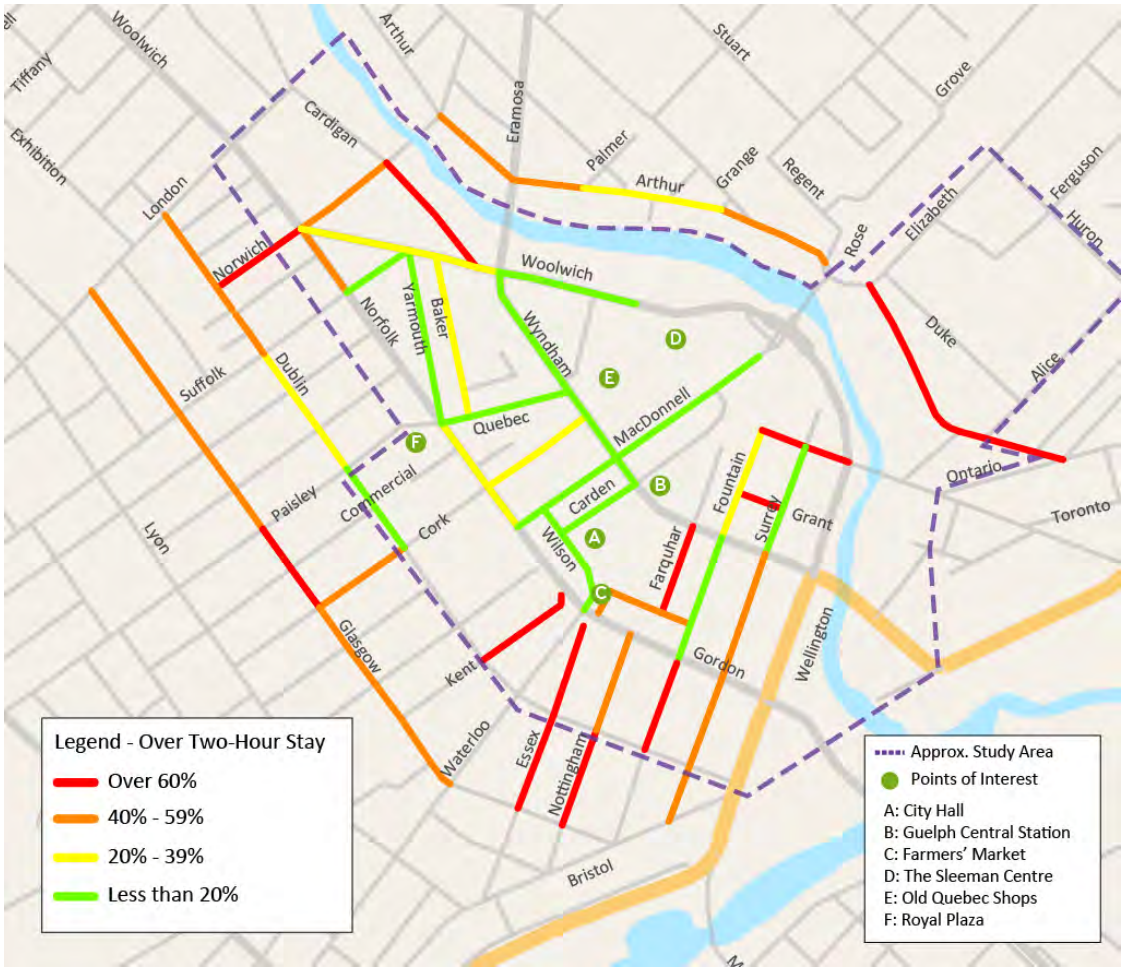


The three preceding maps show that while a significant portion of the surveyed on-street parking supply will reach a maximum occupancy of over 70% at some point in the day, it is only the streets in the historic core that appear to maintain high levels of occupancy all throughout the day. The areas south of the train tracks and to the west of downtown appear well used but generally some parking is available in these locations throughout the day. Off-street parking also appears to be generally available throughout the day with no lot where data is available shown to reach 85% occupancy or more. It should be noted that of the lots with permit parking, most sell all available permits.

Exhibit 3.10 shows the percentage of vehicles that were observed parking on-street for more than two hours. It must be noted that the majority of streets surveyed are restricted to two hour parking only, whether under the downtown once a day restriction or not; however there are exceptions to this. For example the parking on Cardigan and Farquhar which is shown to be over 60% long-term stay is available for all-day permit use.

The number of vehicles parking for longer than two hours appears to be directly proportional to the occupancy levels presented in previous Exhibits, with the areas of higher occupancy showing higher compliance with the two hour parking limit. All the surveyed road segments governed by the two hours free, once a day parking policy were observed to be 60% compliant or better with most having less than 20% of vehicles parking longer than two hours. The peripheral areas with lower observed occupancy rates appear to have lower turnarounds with much more long-term parking and more violations of the two hour parking restrictions.

Exhibit 3.10: On-Street Survey – Observed Turnaround Duration

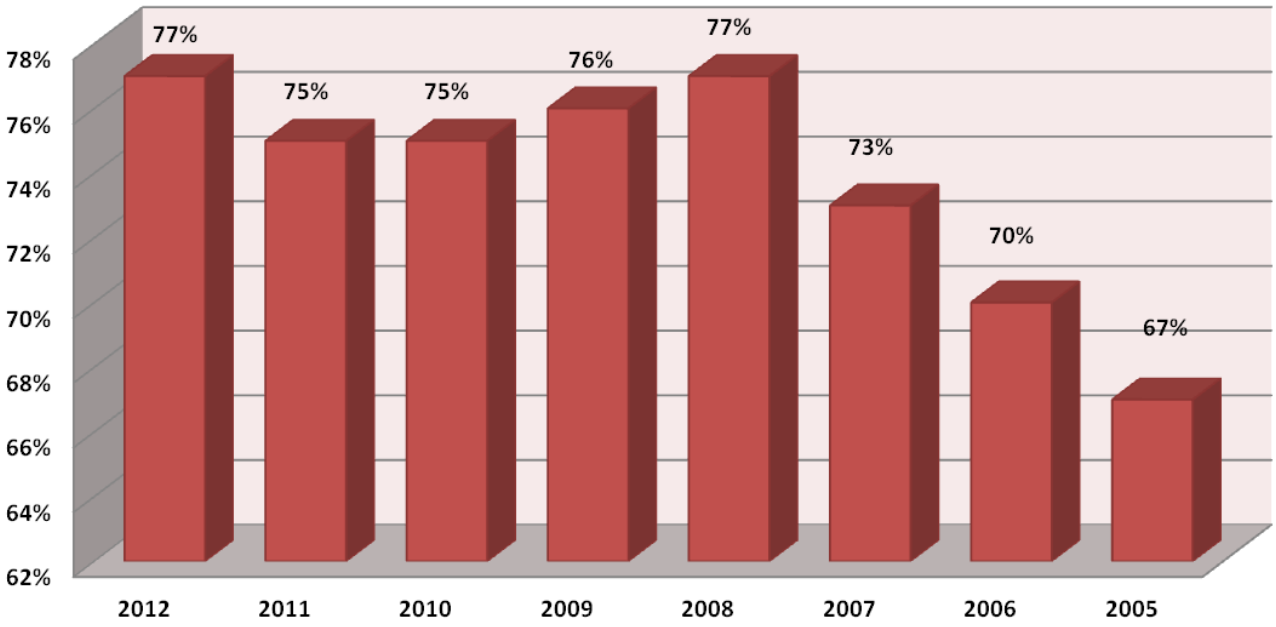


Off-Street Parking Facilities

In order to assess the operation of off-street facilities, occupancy and permit data was supplied by City staff.

Exhibit 3.11 shows the Annual Average Peak Occupancy (AAPO) for the city's off-street facilities between 2005 and 2012 based on annual surveys of the following lots: Baker Street, Macdonell Street, Wilson Street, West Parkade, East Parkade and East Surface. The AAPO is determined by averaging the monthly peak occupancy (January to December) for each year. The data shows that the off-street lots are approaching 80% average occupancy in the peak hour indicating that there is some excess capacity in the off-street parking system.

Exhibit 3.11: 2005 to 2012 Average Peak Hour Occupancy - Off-Street Facilities



In order to approximate the portion of off-street parking that is available for pay-and-display parking, permit sales data was provided by City Staff. Exhibit 3.12 shows the lots in the downtown that have permits available for sale. The exhibit shows the total number of spaces available in the facility, the number of approved permits to be issued and the actual number of permits issued. Based on the data, most of the off-street lots are able to completely sell all available permits and in many cases additional permits are made available due to demand. This demonstrates that a significant portion of the off-street parking supply is reserved for permit holders and unavailable for casual visitors who require more than two hours of parking in the downtown. It should be noted that, although there are more permits sold than spaces in some lots, this does not necessarily mean there is a shortfall of spaces. Over-selling permits is a typical practice to ensure maximum utilization of off-street parking lots.

Exhibit 3.12: Permit Data from City

Facility	Total Number of Spaces	Permits Issued	*% of Permits Issued to Spaces Avail.*
Parkades			
East Parkade	330	384	116%
West Parkade	531	481	91%
Lots			
Arthur	*26*	*18*	69%
Baker St.	*240*	*125*	52%
Farmers' Market	*30*	*17*	57%
Fountain St.	*202*	*405*	200%
Gordon St.	96	65	68%
Macdonell St	59	25	42%
Neeve St.	107	105	98%
Norwich	25	22	88%
Wilson St.	86	24	28%
Wyndham St.	46	21	46%
On-street Permits			
Baker St.	9	2	22%
Cardigan St.	35	29	83%
Commercial St.	43	0	0%
Farquar	35	30	86%
Woolwich St.	19	4	21%

3.5 Parking System Revenues and Expenses

Overall Financial Situation

Details of the 2012 financial information are shown on Exhibit 3.13. Based on data supplied by the City, total actual parking revenue in 2012 was $2,284,385. This includes all parkade, parking lot and permit revenues. Parking expenditures for the same time period amounted to $2,113,344, resulting in a net surplus of approximately $411,893 for the parking division. This the parking system is a tax-based system, this revenue is directed back to the tax base as part of the annual operating budget.

This figure also provides the corresponding amount which was budgeted for 2012. Based on the budget figures, the anticipated surplus was only $54,243.

The financial data presented does not include any revenues or expenses from parking enforcement. Parking enforcement is performed by the By-law and Security department of the City and all costs and revenues are contained in that business unit's budget. This analysis indicates that the parking system generates sufficient revenues to cover the operating expenses associated with providing municipal parking in the City of Guelph. Since the parking system is a tax-based unit, the surplus revenues do not stay in the parking system but are available to the

general reserves. If parking was moved to a user-pay system, surplus revenues would remain in the parking system to be used as required.

Exhibit 3.13: Actual and Budgeted Parking Revenues and Expenditures (2012)

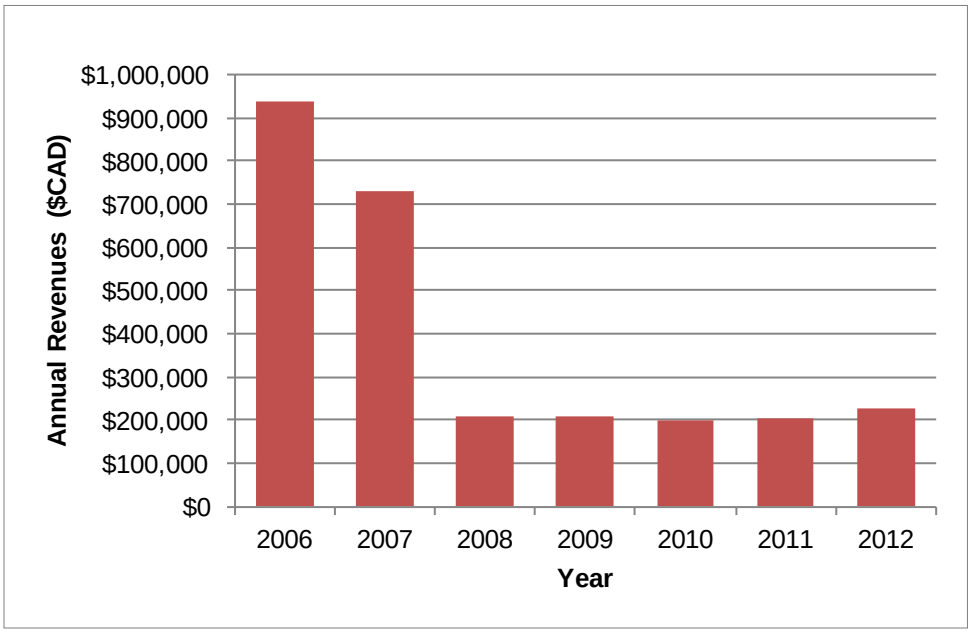
Revenues		
	Actual	Budgeted
Parking Revenues (Lots and Parkades)	$1,208,060	$1,224,079
Parking Permits	$972,961	$986,100
Internal Recoveries	$103,364	$98,600
Total Revenues	$2,284,385	$2,308,799
Expenditures		
	Actual	Budgeted
External	$1,171,961	$1,317,686
Internal Charges	$334,531	$570,850
Admin Staff from other business unit	$366,000	$366,000
Total Expenses	$1,872,492	$2,254,536
Net Revenues	**$411,893**	**$54,243**

Financial Impact of Free On-Street Parking

In order to assess the financial impact of removing paid parking on-street, the revenues from metres and tokens over the previous seven years were compared (Exhibit 3.14). Free parking was introduced as a pilot project in September 2007, replacing metered pay parking in the downtown core. The decrease in 2007 meter revenue can be said to have been caused by the introduction of the free on-street pilot program for approximately four months, reducing the revenue from on-street parking. As expected, revenues significantly decreased after 2007 and have since been fairly stable around $200,000. This indicates that the lost revenues from introducing free parking were approximately $700,000 per year, as is shown when comparing to revenues from 2006, the last year that on-street paid parking was in effect for an entire year. While this value does not include other changes in revenues and expenses associated with removing free on-street parking, it is an indication of the magnitude of the lost revenues.

It is important to note that at the time when paid on-street parking was removed the parking price was $1 per hour. Currently parking on off-street facilities is priced at $1.75 per hour, indicating that revenues from paid on-street parking will likely be higher than shown if on-street parking is reintroduced at hourly rates comparable to the off-street rates. It should be noted that the majority of metre revenue since 2008 is from metres on Westmount and Delhi.

Exhibit 3.14: Revenues from Metres and Tokens



Capital Reserve Fund and Future Commitments

There is currently no capital reserve fund for repair and rehabilitation of the existing system or for future parking construction, as it has been drawn from over time without any contributions back to the fund. The fund contained approximately $3.5 million in 2010 and is projected to be completely depleted by the end of 2013.

While the parking system appears to be able to recover its operational costs through revenues, additional revenue is not available to build a fund for capital projects. Due to aging infrastructure, particularly the parkades, there are significant costs associated with the maintenance of the existing system. Exhibit 3.15 presents the details of the ten year projections of the parking system's capital project commitments, showing that over $8,000,000 of funding is required in that time to keep the existing system in good maintenance (average of approximately $816,000 per year).

In the current system, all capital expenses, including expansion of the parking system, must come from the City of Guelph's general capital budget. This requires the parking system to compete with all other capital projects for capital funding. This is limiting for the parking system, as there is less control of which projects are funded and which are not. The parking system is not financially self-supportive if the costs of providing new parking or rehabilitation of the existing system is included.

Exhibit 3.15: Capital Project Commitments 2013-2022

Capital Project	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
East Parkade Structural Rehab		$600,000					$600,000			
West Parkade Structural Rehab			$750,000							
Parkade Annual Structural Rehab	$105,000	$250,000	$300,000	$410,000	$375,000	$245,000	$665,000	$420,000	$435,000	$600,000
Park Yourself Units Replacement			$180,000						$200,000	$200,000
Parksmart Agreement Replacement	$175,000									
Parking Meter Replacement					$70,000				$100,000	
Computer Ticket Writers					$40,000			$40,000		
West Parkade Roof Deck				$500,000						
Parking Control Hardware	$150,000	$100,000							$200,000	
Parkade Elevator Replacement				$100,000					$200,000	
Parking Sign Upgrades					$150,000					
Total Capital Project Commitments	**$430,000**	**$950,000**	**$1,230,000**	**$1,010,000**	**$635,000**	**$245,000**	**$1,265,000**	**$460,000**	**$1,135,000**	**$800,000**

4. Future Needs

Future parking demand and needs will arise from increases in the downtown residential population and labour force, as well as increases in commercial and institutional activities. This section will discuss forecasts of downtown population and employment and future development potential. These forecasts will guide the assessment of estimated parking demand in the future.

4.1 Projected Population and Employment

In 2006 the Downtown Guelph Secondary Area was home to 3,500 residents and 6,000 employees. Population is projected to increase to approximately 8,500 people in 2031 – a growth of over 240% over the 18 years between 2006 and 2031. Employment is projected to grow to approximately 7,500 by 2031.

The *Places to Grow* provincial plan identifies Downtown Guelph as an urban growth centre with a minimum gross density target of 150 residents and jobs combined per hectare. These targets are also incorporated into the Downtown Guelph Secondary Plan. In order to meet these targets, the downtown area will require significant intensification and redevelopment of existing residential and employment uses to accommodate this level of growth.

Along with increases in parking demand from residential and employment growth, the increase in retail and commercial activity will have an impact on short-term parking needs. Assessment of non-residential future parking demand is discussed in Section 4.3.

4.2 Future Development Potential

An analysis by City staff shows there is capacity for residential and employment intensification throughout the downtown area. Exhibit 4.1 shows the overall plan established in 2008 to achieve *the Places to Grow* plan goals and the distribution of the type of development that the City of Guelph is expecting to 2031 including approximate floor areas.

Exhibit 4.1: 2031 Development Forecasts - Downtown Secondary Plan – 2008 City Model

Land Use	Approximate GFA (m^2)
New commercial	16,500
New office	30,500
New residential	299,000
Total	**346,000**

Exhibit 4.2 shows a map of downtown Guelph with sites that have been identified for redevelopment or intensification highlighted. Some of these sites are planned to be developed beyond the 2031 horizon year. As shown in Exhibit 4.2, most of the capacity is south of the train tracks. There are potential opportunities for redevelopment of current low-density sites, particularly in the southwest area, to commercial and mixed-use land uses. The eastern area south of the train tracks also has high redevelopment potential in converting former industrial sites to residential land uses. Some development projects currently in progress or under discussion are described below.

Baker Street Property

The large surface parking lot on Baker Street is currently proposed to be redeveloped and will include the new central library, public open spaces and a variety of commercial, residential and office uses. The mixed-use project will include publicly accessible parking in addition to the requirements of the development, although the total number of public parking spaces has not yet been finalized.

Former Wood Industrial Sites

The former W.C. Wood industrial/manufacturing site, to the east of the river, has been identified for redevelopment to high-density residential units. The project is currently in the planning process, including public consultation by the developer with residential associations and other stakeholders. Current potential site plans envision between 650 and 750 residential units through a series of high-rise buildings (10-15 stories) and townhouses. Site plans include approximately 1,000 parking spaces.

The Armoury

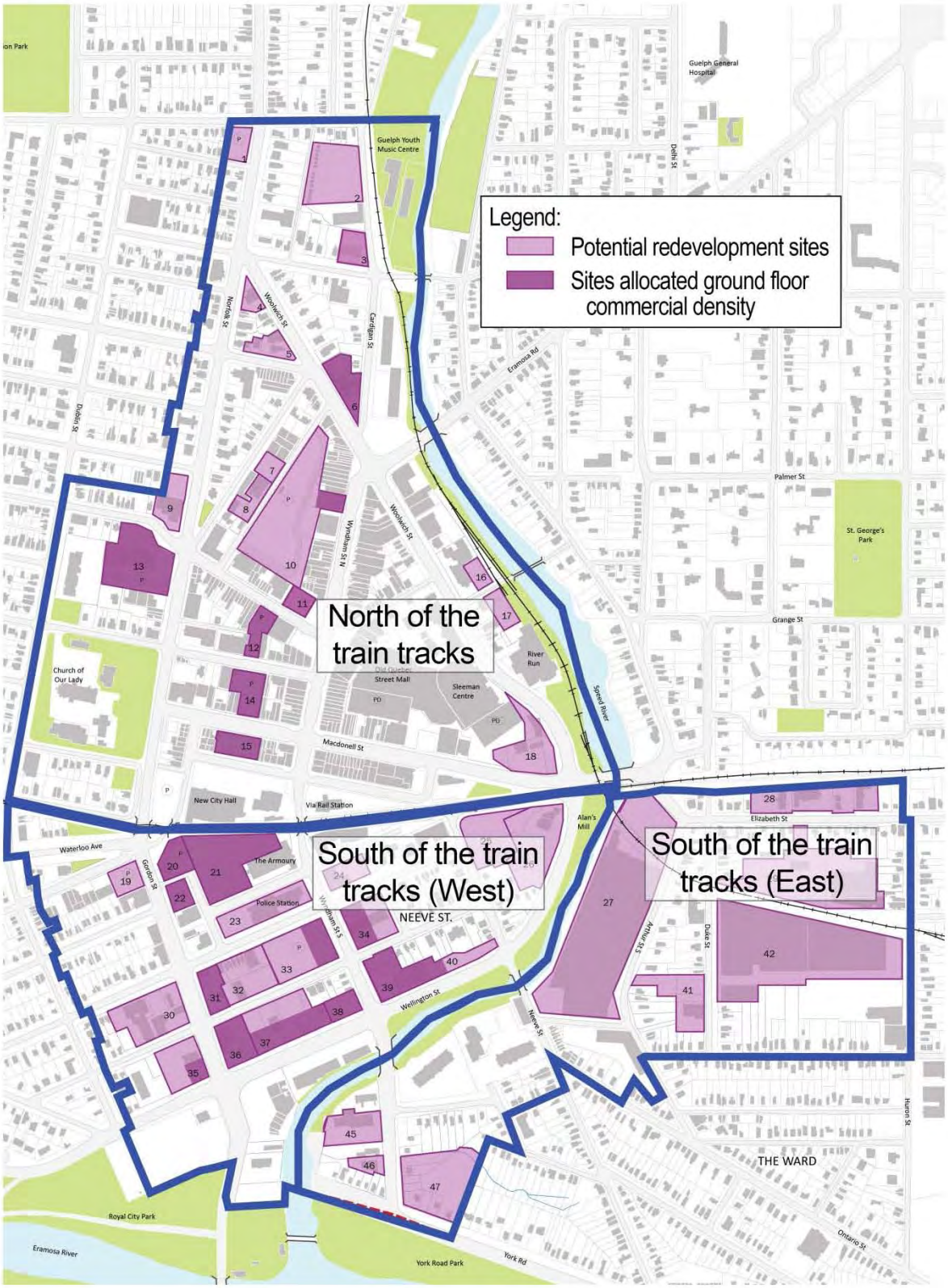
The Downtown Secondary Plan identifies the Armoury site, located just south of the train tracks between Wyndham and Norfolk streets. Should the current use be relocated by the Department of National Defence, potential uses identified by the plan include an educational or cultural institution, public cultural or community facility, and other mixed uses as a destination for residents, businesses or visitors. This is not a redevelopment project in progress, and the Secondary Plan only identifies the site as a future opportunity and recommends the City pursue this opportunity related discussions with the Federal government.

Development on Existing City Surface Parking Lots

Including the Baker Street Lot redevelopment mentioned above, the current City of Guelph Plan of future development to 2031 involves the potential redevelopment of up to five City owned parking lots resulting in the potential loss of over 700 parking spaces. The lots are outlined below:

- Baker Street Lot (240 spaces)
- Wilson Street Lot (86 spaces)
- Fountain Street Lot (202 spaces)
- Neeve Street Lot (107 spaces)
- Macdonell Lot (59 spaces)

Exhibit 4.2: Potential Redevelopment Sites



Source: Guelph Downtown Secondary Plan - Directions Open House, March 9, 2010 – Area Divisions by IBI Group

4.3 Future Non-Residential Parking Demand

This section uses the background information presented to this point to develop a methodology to approximate the future non-residential, publicly-accessible parking that will be required to support the future growth of downtown Guelph as envisioned by the Downtown Secondary Plan. Only non-residential demand is considered in this section as it is anticipated that residential developments will continue to provide parking capacity to meet on-site demands. Throughout this analysis the term surplus will be used to refer to existing or potential available capacity that could support growth. Similarly, deficit is used to indicate existing or future demands that must be met to improve operation of the parking system.

Capacity in Existing Municipal Parking

As shown in Section 3.3, the municipal parking system is well utilized. Both the on-street and off-street system is over 70% utilized in the peak period with the on-street system approaching practical capacity in the peak periods of the day. The facilities that provide permit parking are completely sold out.

In order to assess the future parking needs of the system, first the existing parking system was analyzed to determine how much capacity, if any, is available to support future growth. The on-street and off-street systems were looked at separately to determine if there is any surplus parking capacity. The analysis on this section is based on a desired parking utilization of 85%. This is generally considered to be the point when a parking lot is effectively full. Any utilization above 85% will result in drivers having a hard time finding a parking space, potentially circling the parking lot several times before finding a space.

For the on-street parking system, the area governed by the two hours free, once a day was considered. This amounts to approximately 558 parking spaces. Based on the parking surveys, it was assumed that this system could be considered to be 100% full. Since a utilization of 85% is desired for the parking system (474 spaces), the existing on-street parking system is in deficit of approximately 84 parking spaces.

Existing System
172 Space Surplus

Based on data received from the City of Guelph, the 1,707 off-street parking spaces in the downtown are well utilized and occupancy of 70% was assumed for the entire system, or a total of 1,195 occupied spaces. Based on this and the desired occupancy of 85% (1,451 spaces), the off-street parking system has a surplus of 256 spaces.

Based on the existing on- and off-street parking occupancy, the existing parking system, both on- and off-street, has a **surplus of 172 parking spaces**.

Existing Unmet Demand

Due to challenges with parking in the downtown core, parking demand has spread outside this parking system to peripheral parking areas around the city centre. This demand represents demand that could not be accommodated in the downtown partially due to a capacity shortfall. Some of this demand is from drivers who wish to avoid payment for parking and choose to park in the residential neighbourhoods and walk into the downtown as well as some demand for commuter parking for those accessing the GO station.

Unmet Demand
300 Space Deficit

While it is challenging to accurately assess the impact of these vehicles on the parking system, based on the observed occupancy and supply of parking in the peripheral neighbourhoods, it was assumed that there is a **deficiency of approximately 300 parking spaces** in the downtown parking system. This represents the number of additional spaces that would be required in the downtown parking system if all parking on the peripheral streets was restricted to residents.

Parking Due to Increased Activity for Existing Uses

Increased Activity
205 Space Deficit

There can be assumed to be a steady growth of activity in the existing buildings in the downtown without any new development. For example the City will continue to increase services and staff to meet the demands of a growing city. In order to approximate the growth of parking demand due to increased activity of the existing uses, a simple approach was taken to assume that there will be an overall average 10% increase in the existing on- (558) and off-street (1195) parking demand including the unmet demand (300). Based on these assumptions, there will be a **deficit of 205 spaces**.

Loss of Parking due to Surface Lot Redevelopment

As presented in Section 4.2, at least five City-owned surface parking lots have been slated for redevelopment. While these sites will likely be used to provide additional parking supply in addition to the development, the loss of parking will have to be considered to ensure that future projections are complete.

The following lots have been identified and are presented roughly in the order which they are proposed to be developed:

- Baker Street Lot (240 spaces)
- Wilson Street Lot (86 spaces)
- Fountain Street Lot (202 spaces)
- Neeve Street Lot (107 spaces)
- Macdonell Lot (59 spaces)

Redevelop-ment Losses
694 Space Deficit

If these five lots are redeveloped, it will result in a **deficit of 694 parking spaces**. While the order and timeline of development of the lots is not finalized, the overall number of lost spaces will not change if they are all redeveloped.

Potential New On-Street Parking

The increased urbanization of streets in the downtown secondary area, especially south of the train tracks, will present the opportunity to increase the on-street parking supply. Some streets that currently only have parking on one side of the street may have potential to add parking on the opposite side as well. A two-way street with approximately 10.5 metres of available right-of-way could support parking on both sides with 2.25 metres available for parked cars and the rest for traffic. Exhibit 4.3 and Exhibit 4.4 present preliminary examples of locations where additional on-street could be provided the required 10.5 metres were available.

There is also the potential for new development resulting in changes to existing curb cuts by consolidating sites, reducing the number of driveways. This could result in an increase of locations where on-street parking could be provided.

New On-Street
50 Space Surplus

The future street network and available right-of-way are difficult to predict as it will depend on the form of development and the urban form of the area south of the train tracks. For the purposes of this analysis, a moderate **surplus of 50 parking spaces** was assumed to be available in the future case. This is slightly less than the number of potential spaces presented in Exhibit 4.3 and Exhibit 4.4.

Exhibit 4.3: Potential Locations for Additional On-Street Parking (Surrey and Fountain between Wyndham and Gordon)

Map Copyright Google 2013

Exhibit 4.4: Potential Locations for Additional On-Street Parking (Surrey, Fountain and Grant between Wyndham and Neeve)

Map Copyright Google 2013

Increased Demand from New Development

In order to approximate the overall future parking demand in the Guelph downtown, the study area was split into three smaller zones that have similar urban characteristics and are planned to be developed in a similar way. Exhibit 4.2 shows the three zones as divided by the train tracks and the Speed River.

Exhibit 4.5 shows the 2031 development projections as split among the three zones with estimates of future parking demand and existing By-law parking requirements. For the purpose of parking demand estimates for the areas north and south of the train tracks the following assumptions were made based on a first principles approach based on methods employed in past studies:

- Commercial demand is four spaces per 100 m^2;
- Offices have an average of 4.2 employees per 100 m^2 with an 80% driver mode split and a 90% attendance rate (demand of 3.02 spaces per 100 m^2).
- Residential demand is one space per unit, assuming an average unit size of 100 m^2.

Note that the estimated parking demand calculated is factored down by 25% to account for the desired high utilization when providing parking for multi-use developments. For example a parking space that is used by an office employee during the day can be used again for a patron of a downtown restaurant in the evening. This reduction was calculated based on preliminary shared parking rates.

The By-Law parking estimates were calculated as per the existing rates Specified in Section 3.1 with the commercial being a blend of the retail and restaurant rate of 7.5 spaces per 100 m^2 (assumes 20% of commercial space is restaurant and 80% retail) and the residential rates south of the train tracks assumed to be a blended rate of 1.3 spaces per unit. Note that for both the demand estimates and the By-Law calculations, the office/institutional lands were considered to be only office use which will result in a more conservatively high estimate of parking demand but likely indicative of the development that will occur in the future.

Since based on the existing Zoning By-law, developments south of the train tracks are required to provide all parking to satisfy future requirements, no publicly accessible spaces are expected to be required to support future development to 2031 south of the train tracks. Since developments in areas north of the train tracks are not required to provide non-residential parking, the approximate parking demands for those uses determine the forecasted 2031 additional parking demand. Based on these calculations over **360 new parking spaces will be required** to support the proposed non-residential development.

The recommendations on changes to the Zoning By-law presented in Section 6.6 provide alternate parking rates for some major uses. Exhibit 4.6 presents the parking requirements under an alternate scenario where the Zoning By-law parking requirements are adjusted south of the train tracks according to the recommendations. In this scenario, there is no change to the parking requirements north of the train tracks. Based on the recommendations, the parking requirements across the entire downtown secondary area are standardized to 1.5 spaces per 100 m^2 office floor area, 1.5 spaces per 100 m^2 of commercial floor area, and 1.0 per residential unit.

New Development
360 to 700 Space Deficit (depending on By-law changes)

This results in a significant decrease in the parking requirements south of the train tracks, resulting in developments providing less parking that the projected demand. This increases the demand on the municipal system. North of the train tracks, there is no change to the parking requirements and all the required parking is to be provided by public parking. Based on these revised parking rates over **695 parking spaces will be required** to support future development.

Depending on the changes to the Zoning By-law between 360 and 700 additional spaces will be required to support the proposed non-residential development in the Guelph Downtown by the year 2031.

Exhibit 4.5: Parking Demand Estimates for 2031 Projected Development – Existing By-law

Area	Land Use	GFA (m^2)	Demand Estimate (per 100 m^2 or unit)	Estimated Parking Demand (25% reduction for non-res uses)	Existing By-law Rate per 100 m^2	Required Parking (By-law)	Additional Public Parking Demand (By-law)
North of Train Tracks	Commercial	5,000	4.00	150	0	0	360
	Office/Institutional	9,250	3.02	210	0	0	
	Residential	83,000	1.00	830	1.00	830	
South of Train Tracks West	Commercial	11,500	4.00	345	7.51	864	0
	Office/Institutional	21,250	3.02	482	3.03	644	
	Residential	118,000	1.00	1,180	1.30	1,536	
South of Train Tracks East	Commercial	0	4.00	0	7.51	0	0
	Office/Institutional	0	3.02	0	3.03	0	
	Residential	97,750	1.00	978	1.30	1,271	

Exhibit 4.6: Parking Demand Estimates for 2031 Projected Development – Adjusted By-law

Area	Land Use	GFA (m^2)	Demand Estimate (per 100 m^2 or unit)	Estimated Parking Demand (25% reduction for non-res uses)	Sample Adj By-law Rate per 100 m^2	Required Parking Estimate (Adj. By-law)	Additional Public Parking Demand (Adj. By-law)
North of Train Tracks	Commercial	5,000	4.00	150	0	0	360
	Office/Institutional	9,250	3.02	210	0	0	
	Residential	83,000	1.00	830	1.00	830	
South of Train Tracks West	Commercial	11,500	4.00	345	1.50	173	336
	Office/Institutional	21,250	3.02	482	1.50	319	
	Residential	118,000	1.00	1,180	1.00	1,180	
South of Train Tracks East	Commercial	0	4.00	0	1.50	0	0
	Office/Institutional	0	3.02	0	1.50	0	
	Residential	97,750	1.00	978	1.00	978	

Future Parking Demand Summary

The previous sections outlined the various elements of the parking system that were analyzed to estimate the future publically accessible parking demand that will be required to support the projected development in the Guelph downtown secondary area. As stated previously, only non-residential parking demands were considered, as the future residential parking demand is to be provided on-site by the developments.

Exhibit 4.7 summarizes each element of the future parking system that was analyzed and presents an incremental and cumulative total of the parking surplus or deficit in the system. Based on the analysis in this Section, between 1350 and 1700 new publicly accessible parking spaces will be required by 2031. These parking spaces would be provided to both satisfy the new demand from development, as well as replacing lost parking due to redevelopment of public parking lots.

Exhibit 4.7: Summary of Future Parking Needs by 2031

Parking Component		Supply	Demand	Incremental Surplus (Deficiency)	Cumulative Surplus (Deficiency)	Comments
Existing Municipal Parking	On-street (down commercial 2 hr free)	558	558	(84)	(84)	Ideal utilization is 85% - Currently 100% Utilization
	Off-Street Municipal	1707	1195	256	172	Ideal utilization is 85% - Currently 70% Utilization
Existing Unmet parking demands (parking on side streets)			300	(300)	(128)	Estimate based on visual observations
Parking due to increased activity for existing uses			205	(205)	(333)	Assume 1% growth over next 10 years
Lost Parking due to development of surface lots (Wilson, Baker, Fountain and Macdonell, Neeve)	Baker	-240		(240)	(573)	Sequence of development may vary
	Wilson	-86		(86)	(659)	
	Fountain	-202		(202)	(861)	
	Neeve	-107		(107)	(968)	
	Macdonell	-59		(59)	(1027)	
Potential new on-street parking	North of train Tracks	0				
	South of train Tracks	50		50	(977)	Parking added to Fountain Street and Surrey Street
Parking due to new development (Existing By-law)	North of Train Tracks	0	360	(360)	(1337)	Supply based on existing By-law; demand factored down by 25% to account for shared parking
	South of Train Tracks West	864	864	0	**(1337)**	
	South of Train Tracks East	n/a	n/a	0		Primarily residential, parking supplied by development
Parking due to new development (Adjusted By-law)	North of Train Tracks	0	360	(360)	(1337)	Supply based on potential adjusted by-law; demand factored down by 25% to account for shared parking
	South of Train Tracks West	492	827	(335)	**(1672)**	
	South of Train Tracks East	n/a	n/a	0		Primarily residential, parking supplied by development
Total Future Parking Supply Needs					**1350-17000 spaces**	Ultimate supply depends on amount of parking accommodated on streets outside core as well as supply provided by new development

5. Guiding Principles

The following guiding principles were established through consultation with the project team and taking into account the needs of all the various stakeholders. These principles will guide the development and evaluation of public parking in downtown Guelph in the future. The guiding principles were developed with considerations for the policy and planning context of downtown Guelph looking forward to 2031. These guiding principles were presented to the CAFE committee in May 2013 as a part of an interim report.

All future parking options and alternatives will be evaluated against these guiding principles to determine which support downtown Guelph's vision.

1. The Downtown municipal parking and overall parking system will support economic development by maintaining an appropriate supply of convenient parking.
2. Alternatives for future parking supply will be identified in advance of actual needs to allow for planning of capital funding.
3. The Downtown municipal parking system will establish a hierarchy of users, based on location and type of parking.
4. The existing and potential future parking supply should be utilized efficiently through parking operations and technology, and investigation of adding new parking spaces in existing facilities, before additional parking is built.
5. The City will pursue opportunities to work with developers to ensure adequate parking is provided (where applicable and practicable) for all new developments in the downtown, and ensure that opportunities for shared parking and joint use facilities are considered.
6. Facilities and programs to encourage transit, walking, cycling, car sharing and ride sharing will be incorporated in new developments wherever possible through the planning approval process, in recognition of the potential for more sustainable transportation modes to reduce the demand on the Downtown municipal parking system and the private parking system.
7. The Downtown municipal parking system will be financially sustainable as a standalone unit, with all costs, revenues and broader economic values being accounted for, including funding for future capital requirements.
8. The Downtown municipal parking system will be planned, designed and operated in a transparent manner and all components of the system (including financial aspects) will be easily understood by the public, businesses, and visitors to the city.
9. The Downtown municipal parking system will be operated in a manner that places a high priority on user friendliness, reliability and efficiency, and effective maintenance.
10. The Downtown municipal parking system will be founded on regular, on-going consultation with the business community, residents and other stakeholders, which will ensure continual improvement of the parking system.
11. The Downtown municipal parking system will not detract from the pedestrian environment and will maintain the integrity and livability of the residential streets within and surrounding the Downtown.
12. Environmentally sustainable design and pedestrian connectivity will be pursued for all new parking facilities and, to the extent possible, existing parking areas will be reconfigured to

include features to improve their environmental sustainability. Over time off-street surface parking in the downtown will be minimized.

The final recommendations of this report will establish plans and policies to address the above guiding principles, including an implementation plan for long-term capital expenditure, rehabilitation and operation of the Downtown municipal parking system inventory.

6. Development of Parking Master Plan

This section will outline the development of the PMP for each of the following eight indentified priority areas:

- Downtown On-Street Parking Management
- On-Street Parking Supply
- Off-Street Parking Management
- Off-Street Parking Supply
- Parking on Residential Streets Outside Downtown Core
- Zoning By-law
- Financial Sustainability
- Parking Governance

Each one of these areas will be evaluated by first outlining the current situation and identifying any issues and opportunities. This will be followed by a best practices review, including comparisons with other similar municipalities, where applicable. This review will lead to the presentation of a number of options for Guelph's parking system to deal with the identified issues. These options will be evaluated based on their support of the guiding principles and this will lead to the recommended actions or plan for each priority area.

Each evaluation table will contain arrows indicating how much the proposed options support or oppose the guiding principle. These tables will be a key tool in choosing the best recommendations for Guelph. Exhibit 6.1 shows a legend, explaining the symbols that will be used in the evaluation tables.

Exhibit 6.1: Evaluation Table Legend

SYMBOL	MEANING
⬆	Highly Supporting
↑	Moderately Supporting
▬	No Affect
↓	Moderately Opposing
⬇	Strongly Opposing

6.1 Downtown On-Street Parking Management

Issues and Opportunities

As noted earlier, two-hours free, once-per-day on-street parking in the core is currently available. This policy allows drivers to park for free on streets in the core area, but with the restriction that the vehicle cannot park on streets in the downtown core for the remainder of the day once the two hours have elapsed. The policy discourages long-term (greater than two hours) on-street

parking and requires drivers to park in off-street parking lots when they require more than two hours of parking.

Public consultation and analysis of parking data indicate several issues with the current downtown on-street parking policy. Utilization of on-street parking in the downtown area is high (streets at capacity) and the two-hour parking policy is generally perceived as beneficial to most businesses, although it is difficult to easily find a parking space. There are concerns with compliance of the two-hour limit, in both streets in the core as well as some streets in the periphery of the downtown core. In addition, although the two-hour parking limit is generally easy to understand, many users do not understand the once-per-day on-street parking restriction, resulting in unexpected parking fines.

Enforcement is handled primarily with the use of licence plate recognition technology that identifies the duration of a vehicle's stay in the downtown based on when it is seen by the enforcement vehicle after two or more passes. Issues have been raised around the consistency of enforcement and the high rate of two-hour limit violations in residential neighbourhoods. Due to the nature of the restriction, enforcement of the two-hour limit can be a challenge as the licence plate recognition vehicle needs to make at least two passes of a vehicle before any violations can be identified. This is in contrast to pay-and-display or parking meter enforcement which only requires one pass to identify vehicles in violation of parking restrictions. For example, if for whatever reason, the vehicle is unable to perform a second pass in one day, no tickets will be issued on that day for overtime violations.

Opportunities exist for the city to re-evaluate and potentially change its downtown on-street parking policy, including the parking area, enforcement operations, and dissemination of information (e.g. wayfinding), to increase the efficiency and user friendliness of the on-street parking system and decrease impacts on surrounding neighbourhood streets.

Best Practices

On-street parking should be managed as a public utility, with pricing and supply management aimed to balance equity and parking turnover. Pricing, enforcement and supply are important components of an on-street parking system that is oriented towards serving the needs of customers and visitors. On-street parking pricing with time restrictions can help to increase turnover and prevent abuse; however, it must be recognized that excessive pricing or other restrictions can impact the viability of retail operations.

Parking management best practices adopt setting on-street parking prices to achieve an 85% occupancy target for short-term (under two hours) retail parking. This reflects a rate by which the facilities are effectively full, but users do not have to circle multiple times to find an empty parking space. In addition, pricing for on-street spaces should be equal or higher than off-street parking, to reflect these spaces as premium commodities (e.g. closer to retail destination) and encourage higher turnover compared to off-street lots which may require drivers to walk longer to reach their destination. Similarly, parking enforcement needs to be established accordingly and not be targeted as the primary source of revenue for parking systems. Fines should be fair and not seen as excessive, but be high enough to discourage repeated offenses.

Payment for on-street parking should be simple and intuitive, and provide users with clear information on parking rates and policies. A wide variety of parking payment technologies, such as pay-by-space and pay-by-phone, are growing in popularity over standard coin-only parking meters because they can be more efficient, user-friendly to customers (e.g. offer a variety of payment options) and provide parking operators with the flexibility to implement various parking policies (e.g. adjust rates based on occupancy).

It is a common perception that commercial and retail uses in downtown cores must provide free parking in order to compete with businesses in the outer areas, particularly shopping malls

where paid parking is rare. However, many successful downtowns do not have free parking and the areas have become vibrant communities. For example, Ontario municipalities such as Kingston, Port Hope, Picton, London, Barrie, Orrillia and many smaller ones have successful downtowns while charging for downtown on-street parking. Overall, success of downtown businesses depend on many factors and there needs to be a change in perception by businesses and drivers who need to see the benefits of paid parking through improvements to facilities and streetscaping or through increased parking capacity for customers.

Exhibit 6.2 provides a comparison of on-street parking systems and restrictions in downtown Guelph and peer municipalities' downtown areas. The current on-street parking system in Guelph is similar to nearby Cambridge. Peer municipalities with on-street paid parking have set parking costs between $1.00 and $1.50 per hour during the day on weekdays and Saturday, and free parking in the evenings and Sundays.

Exhibit 6.2: On-Street Parking Management Peer Review

CITY (2006 POPULATION)	DOWNTOWN PARKING SYSTEM	RESTRICTIONS
Brantford (93,000)	No paid parking	15-min to 3-hr limit, 8:00 a.m. – 6:00 p.m.
City of Waterloo (97,475)	No paid parking	One-, two- or three-hour limits based on location.
Kingston (117,207)	$1.00 - $1.50 / hr Maximum limit ranges from 1 to 3 hours	Pay 8:00 a.m. – 5:30 p.m., Mon-Sat Free after 5:30 p.m. and Sundays Two or three hour limits based on location. No on-street parking Dec 1 – Mar 31 between 1:00 a.m. and 7:00 a.m.
Cambridge (120,371)	No paid parking	Two-hour maximum (9:00 a.m. – 6:00 p.m.) No re-parking in defined sections of core area.
Guelph (129,259)	**Free parking downtown (since Sept. 2007).** **On-street meters at two streets and at hospitals ($1.75 / hr, maximum 2 and 1 hour, respectively)**	**Downtown 2-hour free, once-per-day** **On-Street meters (Farquhar and Fountain streets) – Pay 8:00 a.m. – 6:00 p.m., Mon-Fri** **Hospitals – Pay 8:00 a.m. – 9:00 p.m., Mon-Sun**
Barrie (136,063)	$1.00 / hr	Pay 9:00 a.m. – 5:00 p.m., Mon-Fri Free after 5:00 p.m., Weekends and Stat Holidays
Kitchener (204,668)	No paid parking	No re-parking within 5 hours of initial parking No on-street parking Dec 1 – Mar 31 between 2:30 a.m. and 6:00 a.m.

Options for Guelph Parking

Due to concerns on-street parking operation as well as financial implications of providing free on-street parking, the City of Guelph should consider introducing paid on-street parking in the downtown core. Exhibit 6.3 evaluates three options for the on-street parking system and compares these options to the guiding principles. The options range from maintaining the existing on-street parking system, to introducing paid on-street parking, and a hybrid approach of

free and paid parking. For example, allowing free parking for a limited time, after which drivers would pay to stay longer to the posted free-parking maximum.

Recommended Actions

On-street parking is a key source of short-term, convenient parking in the downtown area. On-street parking management must balance the needs of consistent enforcement and ensuring turnover, while being attractive to potential customers and other visitors.

Pay Parking

Based on the evaluation of options and the best practices review, the recommended approach for the city is to reintroduce paid on-street parking, but maintain time limits to encourage higher turnover rates for downtown visitors and business customers. It is recommended a two-hour maximum parking be maintained without the once-per-day restriction. This would allow visitors to stay for longer than two hours or revisit the downtown area on the same day, although they would need to move their vehicles every two hours for longer stays. Hourly on-street parking prices need to be set at rates equal to or higher than off-street parking to discourage long-term users from re-parking and instead use the off-street parking lots.

Automated payment technology

It is recommended the paid parking system be supported with leading-edge payment technologies such as pay-by-plate, pay-by-phone and other mobile applications that provide convenience and efficiency to users. It is also recommended the paid on-street parking system, including payment technology, allow for flexibility to implement a parking discount program sponsored by local businesses. For example, many business improvement associations in North American downtown areas provide customers with shopping discounts or a parking token equivalent to free minutes of parking to offset the municipal pay parking system.

The paid parking system should be as flexible as possible to allow both for the provision of a period of discounted or free parking but as well allow for the changing of hourly rates on a block face by block face level if dynamic pricing is to be introduced. Dynamic pricing could be used in a pay-by-plate on-street parking system to adjust parking rates based on occupancy data collected in the system. For example if the target of 85% occupancy is set for the on-street system, rates could increase and decrease as required to maintain that occupancy level.

Dynamic pricing as described can sometimes be seen as non-intuitive for parkers; however, if parking rates are adjusted at an appropriate interval of time (e.g. every two weeks or once a month), drivers will become familiar with the patterns of rate changes. Dynamic pricing could also be used to determine the appropriate hourly rates on streets where new paid on-street parking is introduced, as the desired occupancy level can be achieved over several periods of rate adjustment.

Dynamic pricing also has the advantage of moving the policy discussion of parking pricing from that of hourly rates to one of desired occupancy levels. Based on this, there is much more flexibility on how the hourly rates could be changed over time with a less frequent review on the policy decision of occupancy rates. This has the advantage over the current system where all fare increases or decreases must be Council approved, greatly decreasing the frequency at which rate changes are possible.

Enforcement

In order to ensure that the change to paid on-street parking has the desired effect of increased turnaround and less long-term parking on-street, the parking enforcement officer presence must be consistent and maintained at a level that will encourage high compliance. This may not

require additional enforcement resources as the change to paid parking will result in easier and quicker enforcement. In the current free on-street policy, at least two passes of a vehicle, spaced at least two hours apart, are required to issue any tickets. With a pay-by-plate method, only a single pass will be required to verify if the associated plate has paid for parking and is within the allowed time for the stay. The easier enforcement potential should allow less predictable enforcement routines that will reduce the number of vehicles in violation and increase the turnaround for on-street parking.

Other

The on-street paid parking area could be maintained the same as the current two-hour, once-per-day downtown parking policy area, with the addition of Norfolk Street between Norwich and Waterloo streets. As areas outside this area begin to urbanize and the demands on these areas change, paid parking should be introduced on these streets as well. This will be especially important for the downtown secondary area lands south of the train tracks. As the development in these areas intensifies, the demand for on-street parking will change and it will necessitate the introduction of paid on-street parking.

It is also recommended the on-street parking system be supported with facilities that encourage other travel modes, such as expansion of curbside bicycle parking locations.

Exhibit 6.3: Evaluation of On-Street Parking Management Options

GUIDING PRINCIPLE	STATUS QUO	PAID ON-STREET PARKING	HYBRID: FREE PLUS PAID
GP1 – Support Economic Development	Encourages visitors / customers downtown.	Potential net effect as some drivers will be discouraged from downtown, but could encourage higher turnaround, allowing more visitors.	Encourages visitors downtown, with potential higher turnaround, allowing more visitors.
GP2 – Future Parking Supply	-	-	-
GP3 – Establish a Hierarchy of Users	Favour short-term users (e.g. visitors), although can result in abuse by long-term users.	Without time limits, could encourage more long-term parking (leaving less parking for visitors and shoppers).	Optimize pricing and policies to encourage short-term users but allow for flexibility, and to direct long-term users to off-street lots.
GP4 – Efficient Utilization of Parking	High utilization, but may result in more discretionary trips that could be served by other modes.	Set pricing to optimize utilization (85% occupancy)	Encourage high utilization, but optimize demand to manage additional supply requirements.
GP5 – Adequate Parking	-	-	-
GP6 – Transportation Demand Management	Makes transit less attractive.	Pay parking requires driver to consider cost of parking in decision making process.	Encourages more drivers/trips to downtown, but requires users to consider some cost of parking.
GP7 – Financially Sustainable System	No additional revenue for system (parking fines are only revenue stream from on-street system and doesn't stay in parking budget)	Paid on-street parking fees available for operations costs and future capital requirements.	New revenue stream, although lower revenues generated than full paid on-street approach.
GP8 – Transparency	-	-	-
GP9 – User Friendly, Reliable, Efficient	Current policy (particularly once-a-day no re-park) is confusing for some visitors.	Paid parking reminds drivers of time limits, but depending on payment technology, may require users to know how estimate length of stay.	Requires clear communication of free + paid parking policies.
GP10 – Regular Consultation	-	Pricing/policies should be developed in consultation with business community and stakeholders.	Pricing/policies should be developed in consultation with business community and stakeholders.
GP11 – Maintain Pedestrian Environment	-	-	-
GP12 – Environmental design and pedestrian connectivity	-	-	-

6.2 On-Street Parking Supply

Issues and Opportunities

On-street parking is typically the most convenient form of parking in downtown Guelph and experiences the highest demand in the parking system. The high on-street parking utilization recorded in the parking survey conducted as part of this study indicates that on-street parking is preferred by a majority of short-term parkers in downtown Guelph.

It therefore follows that in addition to efforts to improve on-street parking management (as presented in the previous section), there should therefore be considerations to ensure that the number of spaces provided on-street is maximized without detracting from the public realm.

As will be shown in Section 6.4, the cost of building one structured parking spaces can be estimated at $35,000. If this cost is considered, it can be seen that each additional on-street parking space that is provided on the existing road network effectively results in a $35,000 capital saving to the parking system.

There are few streets in the downtown secondary area without on-street parking but some considerations may allow an increased number of on-street spaces on those streets as well on those which do currently have on-street parking.

Most on-street parking in downtown Guelph is provided in a parallel orientation with only parking on Macdonell Street, Wilson Street and Carden Street provided in an angled orientation. Most of the parallel parking spaces and the angled spaces on Macdonell in the core are marked on the road with individual spaces. The angled parking recently introduced on Carden Street was provided without on-street markings and potentially increased parking capacity compared to if markings were provided.

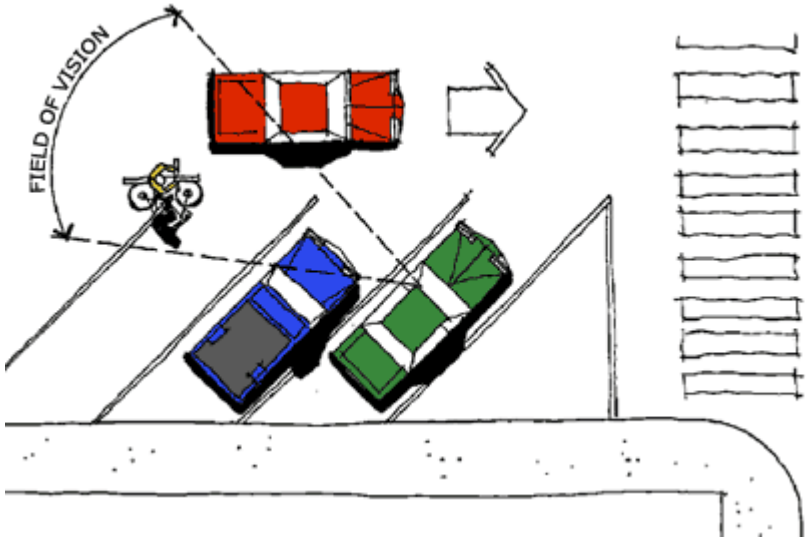
Best Practices

On-street parking is a highly beneficial resource for both businesses and residents in an urban area when managed properly. On-street parking promotes more pedestrian oriented areas, since it reduces the need for as much off-street parking. Off-street parking is not an ideal use of land that could be developed into other land uses and it interrupts the sidewalks with curb cuts for access driveways. On-street parking can also act as a traffic calming measure, reducing vehicle speeds and providing a buffer for pedestrians.

On-street parking regulations should be strictly enforced to prevent abuse and to reduce the number of tickets issued over the longer term. Opportunities for increasing on-street parking supply should be pursued with the recognition that tradeoffs with active transportation and other public realm improvements will need to be balanced. That is, increasing on-street parking can take space away from potential improvements such as sidewalk widening and bicycle parking.

Introducing angled parking has been shown to increase on-street capacity by as much as 60-100% when compared with parallel parking depending on the angle provided. However, angled parking is seen to have potential conflicts with bicycles, especially if vehicles are allowed to enter the spaces front-first as exiting vehicles backing onto the street will have limited visibility of on-coming bicycles. To ensure the safety of cyclists, the preferred arrangement for on-street angled parking to provide the parking in a way that forces the driver to back in. This is usually done by angling the parking space in a way that the driver cannot simply pull through into the spot but must back in. This type of parallel parking is sometimes referred to as “back-in/head-out” and an example is presented in Exhibit 6.4, showing how it increases safety for cyclists by providing greater field of vision for drivers exiting parking spaces.

Exhibit 6.4: Example of Back In/Head-Out Parallel Parking Increasing Cyclist Safety



Source: http://www.northamptonma.gov/tpc/BackIn_Angle_Parking_Test/

Options for Guelph Parking

Main Streets – High Automobile Traffic Volume (e.g. Wellington and Gordon)

These streets are typically primarily thoroughfares with little to no on-street parking provided on them. These streets often have low street-level activity and are likely to remain high auto traffic even as the downtown develops and areas become more urban. However, it is also possible that the changing urban structure of the city will make it possible to add parking to these streets.

Potential strategies for these type of streets is adding off-peak parking in a travel lane that is only required during the a.m. or p.m. peak period.

Main Streets – High Pedestrian Volume (e.g. Macdonell and Wyndham)

These streets typically provide great amounts of on-street parking and serve storefront businesses. Typically these streets have maximized the amount of parking that could be provided on the streets and there is not likely to be many locations that the parking capacity could be increased.

Some of the streets in the downtown have the potential to increase the number of on-street parking spaces by providing angled parking, replacing parallel parking.

Streets in Transition (e.g. South of the Train Tracks)

These streets currently serve predominately residential uses as well as low density non-residential developments. As these areas in the secondary plan area are redeveloped and urbanize, there will be potential to re-examine the type and purpose of the on-street parking provided on them. For example, there could be potential for the widening roads to allow on-street parking on both sides, where currently it is only available on one side.

Recommended Actions

The following sections provide recommendations on the typical streets where additional on-street parking can be added. Each of these sections will outline an approximation of the required right-of-way required to provide the type of parking specified.

Added to Streets Currently Without

As discussed in Section 4.3, as the street in transition urbanize, there will be increased opportunities to assess the feasibility of altering them to include additional on-street parking. The previous section presented some areas south of the train tracks where there was potential to create a significant increase in on-street parking spaces through alteration of available road width during times of road reconstruction. As presented in Section 4.3, with an available road with of 10.5 metres, it can be possible to provide parking on both sides of a two-way, two-lane street. This width can be further reduced for streets with one-way traffic or reduced traffic speeds.

Parallel to Angled Parking

A parallel parking aisle is between 2.25 to 2.5 metres from curb to street. Comparatively, a 45 to 60 degree angled parking aisle extends to approximately 6 metres, more than doubling the road space required to provide parking on-street parking. However angled parking can possibly double the amount of on-street parking that can be provided in the same length of road when compared to parallel parking.

Typically, the minimum road width required to provide parking on both sides of a low-speed two-lane, street with two-way travel is approximately 10.5 metres. This accounts for two 2.25 metre parking aisles and 3 metres of travel lane in each direction. If the same street was converted to angled parking, the width requirement would increase to approximately 18 metres. In the current downtown street network, there are no locations where angled on-street parking could be added without significant alterations to either existing curbs or the reduction of travel lanes.

Angled parking should be considered when streets are being reconstructed and there is the potential to alter the road width, or in cases where traffic volumes are reduced and the elimination of travel lanes is considered. For example Wyndham Street North can be considered for angled parking if one lane of traffic is removed.

Off-Hours Parking in Loading Zones

Several parking spaces in the urban core are reserved for short term loading only. If the regulations for these spaces were changes to restrict loading to certain times, these spaces could be available for regular on-street parking outside of typical loading times. It is recommended that the City discuss with downtown business community to determine if there are loading areas that could be used for parking at some periods in the day.

Removing Parking Space Markings

This strategy would increase capacity in the existing on-street network by removing on-street road markings that divide spaces into stalls. It is approximated that for every 10 adjacent spaces, it is approximated that one additional car could be parked without divided stalls. This is due to the often excessive length reserved for individual stalls, while without markings, vehicles may be comfortable parking with less space between to maximize capacity.

This strategy also has the benefit of a small reduction in the operational costs associated with repainting the on-street stalls.

Off-Peak, On-Street Parking

The City is encouraged to investigate off-peak traffic volumes on 4-lane to determine if there is excess capacity in the road network that could be used for off-peak parking. These streets should be constantly evaluated to ensure that if traffic conditions on the street change, that the provision of off-peak, on-street parking can be re-evaluated. For example Gordon Street between Wellington and Wilson/Waterloo can be considered for this strategy, recognizing the

importance of ensure that the interaction between the on-street parking and the bicycle lane does not introduce an unsafe environment for the cyclists.

6.3 Off-Street Parking Management

Issues and Opportunities

Off-street public parking is available at various lots throughout the downtown area (Exhibit 3.4) and offer both permit and paid parking. As noted in Exhibit 3.5, two off-street parking lots are operated with parking attendants, while other lots with hourly pay parking are equipped with pay-and-display payment machines. Hourly rates are the same among off-street lots throughout the downtown area, however, monthly permit costs vary based on location. Permits for more central off-street parking locations, such as the Macdonell, Baker and Wyndham lots, are priced higher than those in the outer areas of downtown such as the East and West Parkade, Norwich lot and Cardigan Street, in some cases more than double the cost.

The primary issue that was presented during public consultation events is the over subscription of permit parking in lots with shared permit/hourly parking. This, in addition to the two-hour parking restrictions for on-street parking, creates a high demand for pay-and-display parking spaces, which makes it difficult for visitors and business customers to find hourly parking in the downtown area. The high demand also results in users parking their vehicles on the street for longer than the two-hour maximum, risking the possibility of receiving a parking infraction.

Another concern expressed was the lack of clear wayfinding and signage to direct users to public off-street parking lots that are available for short-term or casual (not monthly) users. This is particularly important when many parking lots are permit only and high demand for hourly parking may require drivers to find other lots with available spaces.

Best Practices

Off-street parking should support long-term commuters and visitors, as well as casual visitors who need to park for longer than on-street parking maximum limits. Long-term parkers, including residents and commuters, should be encouraged to use off-site or outer area parking facilities in order to ensure sufficient parking availability at more central lots to support business needs. One approach to this is to price monthly parking passes based on location and demand – a practice Guelph is currently implementing with its monthly non-residential off-street lot permit program.

There are many best practices in support of more efficient off-street parking management. More effectively controlling permit parking, pricing and restrictions; including re-evaluating the practice of providing complimentary parking passes to City staff; can help reduce parking demand and encourage alternatives to driving into downtown. The implementation of convenient, user-friendly and consistent payment technologies, as well as clear signage of locations and parking rates, help reduce drivers' frustration and misunderstandings. A growing trend in the industry has been to provide incentives or facilities for downtown employees and customers to encourage the use of alternative or more sustainable travel modes. This includes, but is not limited to, secure bicycle parking facilities, charging stations for electric vehicles, parking spaces for carsharing vehicles, and reserved spaces for users who carpool.

Options for Guelph

Exhibit 6.5 evaluates two options – maintaining the existing off-street parking management system and the implementing of automated payment technologies for off-street lots – based on their support of the guiding principles.

Exhibit 6.5: Evaluation of Off-Street Parking Management Options

GUIDING PRINCIPLE	STATUS QUO	AUTOMATED PAYMENT TECHNOLOGIES
GP1 – Support Economic Development	▬	▬
GP2 – Future Parking Supply	▬	▬
GP3 – Establish a Hierarchy of Users	▬	▬
GP4 – Efficient Utilization of Parking	▬	▬
GP5 – Adequate Parking	▬	▬
GP6 – Transportation Demand Management	▬	▬
GP7 – Financially Sustainable System	▼ High costs for attendants' salary and benefits (Baker Lot and West Parkade)	▲ Initial capital investment for system, but lower operations and maintenance costs.
GP8 – Transparency	▬	▲ More reliable data collection and revenue collection/accounting.
GP9 – User Friendly, Reliable, Efficient	▲ Personnel directly available for questions, although generally not convenient (attendant at exit).	▲ Allows for multiple payment options, including mobile or online. No personnel available for information, but payment machines are generally straightforward.
GP10 – Regular Consultation	▬	▬
GP11 – Maintain Pedestrian Environment	▬	▬
GP12 – Environmental design and pedestrian connectivity	▬	▬

Recommended Actions

Recommended actions for the city focus on streamlining off-street parking management to improve customer service and maintain sustainable levels of demand for off-street parking spaces.

Automated payment technology

Similar to on-street parking management, it is recommended that leading-edge payment systems be implemented for all off-street parking lots with hourly pay parking. Newer parking technologies over personal attendants offer greater flexibility and efficiency to both customers and parking operators. Users are generally able to choose from a variety of parking payment options (e.g. credit card, online or mobile payment account, etc.). These systems can also provide more information on parking rates and time purchased.

For operators, newer payment technologies help streamline operations through lower operational costs and improvements in revenue collection and accounting, as well as provide operators greater flexibility to adjust rates or other changes in parking policies. Consistency in payment systems among pay-parking lots is important for convenience and effective operations and maintenance. Therefore, it is recommended the city maintain pay-and-display systems at all pay-parking surface lots, and install new pay-by-foot systems at parkades with pay parking. Pay-

by-foot parking systems involve users collecting a parking ticket upon entering the lot or parkade. Users pay at the end of their trip at a pay station before returning to their vehicle. The pay station "stamps" the parking ticket as paid, which the user inserts at the gate upon exiting the facility

Depending on the type of technology introduced, it is likely that the payment technology can be introduced for around $10,000 per machine. Each facility where the machines are to be introduced is likely to require one machine per floor for multi-leveled parkades.

Wayfinding

A review of wayfinding and signage at all off-street parking lots is recommended to ensure that signage clearly provides drivers with information on parking rates and payment instructions, and maps showing other nearby parking lots with pay parking are provided. Wayfinding tools, helping drivers find off-street lots with hourly pay parking should also be installed at permit-only lots, to direct visitors and other drivers who are not familiar with the downtown parking system. It is expected that cost of improved wayfinding would be approximately $7,500 but could be higher depending on how extensive the new signage is.

Encourage alternatives

It is recommended the city support more sustainable modes of travel or alternatives to driving alone in order to reduce future parking demand of off-street parking spaces. This can be achieved by upgrading parkades to include secure bicycle parking, electric vehicle charging stations and reserved parking at premium locations (i.e. near stairwell or exit) for carpool and/or carshare vehicles.

6.4 Off-Street Parking Supply

Issues and Opportunities

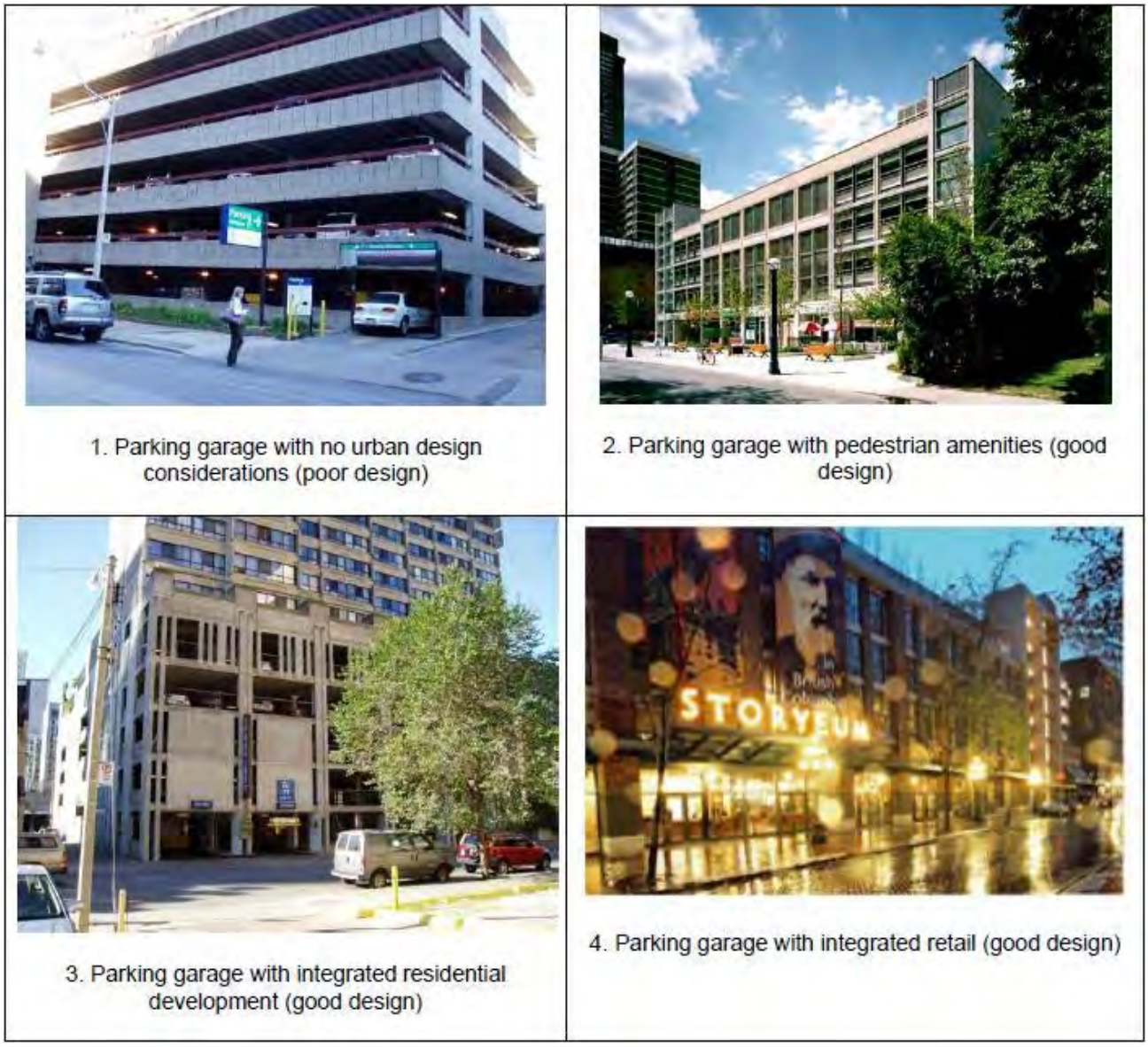
As presented in Section 4.3, it is estimated that between 1,350 and 1,700 new publicly accessible parking spaces will be required to support the economic development of the downtown secondary plan area. The parking spaces are to be provided to primarily support the non-residential development in the area. There is no proposed change to the standard practice of ensuring that residential developments provide all required parking for the development.

Best Practices

Parking has a significant impact on urban design. The need to supply parking can impact the shape of buildings, resulting in conditions that are neither transit-supportive, nor friendly to active transportation modes. Similarly, the appearance and scale of large surface parking lots can detract from the pedestrian environment. When functional requirements are the only objectives considered in parking facility design, the result is often undesirable, resulting in unattractive streetscapes, the lack of greenery and unsafe conditions for non-motorists.

Exhibit 6.6 shows four examples of urban design treatments for above-ground parking structures. Photo 1 in the Exhibit is a typical "concrete block" design, similar to the two existing parkades in Guelph. Moving towards integrated parking structure designs that incorporate other uses into the building is seen as good practice, avoiding using valuable downtown land only for parking.

Exhibit 6.6: Examples of Parking Structure Design



1. Parking garage with no urban design considerations (poor design)

2. Parking garage with pedestrian amenities (good design)

3. Parking garage with integrated residential development (good design)

4. Parking garage with integrated retail (good design)

Options for Guelph Parking

The City of Guelph is in a position to decide what the future of parking will be in downtown Guelph and how much of a part it will play in providing it. The City should consider a few options of how publicly accessible parking should be provided in the city in the future. The options that the City of Guelph should consider are as follows:

Rely on the private sector to supply all future non-residential parking – with this option changes would be made to the Zoning By-law and other supporting policy in order to increase the parking requirements of new developments so that all future non-residential parking needs will be satisfied by new development.

Build new stand-alone municipal parking structures –the City will build additional parking structures similar to the existing East and West Parkades that are entirely dedicated to providing parking for the neighbouring land uses. While this may be seen as an inefficient use of valuable

downtown land, the structures could be built to provide parking and encourage development in the medium-term and later be redeveloped.

Integrate publicly accessible parking in future developments – in future municipal and private developments, parking will be provided in addition to the requirements of the development itself and be publicly accessible to add to the pool of public parking in the system. The additional parking could be operated privately or municipally.

Combination of the above – this option will allow the City a flexibility to both rely on the private as well as the public sector to provide for the parking needs of the future non-residential uses in the city. New municipal parking could be provided in both stand-alone structures as well as integrated into new developments.

The four options presented above were evaluated against the guiding principles to determine which supports them the best. Exhibit 6.7 shows the results of the evaluation of the options.

Exhibit 6.7: Evaluation of Off-Street Supply Options

GUIDING PRINCIPLE	PRIVATE SECTOR PROVIDES PARKING	STAND-ALONE MUNICIPAL LOTS	PUBLIC PARKING INTEGRATED IN DEVELOPMENT	HYBRID: COMBINATION OF PUBLIC AND PRIVATE
GP1 – Support Economic Development	Developers will provide parking as required, City has no control. Higher parking requirements may discourage developments in historic core	Can be placed strategically to encourage development. Less costs associated with providing parking for developments	Encourages better use of City land Less costs associated with providing parking for developments	City can provide parking as required with the private sector also contributing
GP2 – Future Parking Supply	City cannot plan/control future parking supply	City has full control of where and when parking will be provided	City has full control of where and when parking will be provided	City has some control of where and when parking will be provided
GP3 – Establish a Hierarchy of Users	-	-	-	-
GP4 – Efficient Utilization of Parking	Developers may provide too much parking, reducing efficiencies	City can provide parking only when needed to maximize utilization	City can provide parking only when needed to maximize utilization	City has the most flexibility on where and when to add parking
GP5 – Adequate Parking	City can consider shared facilities in new developments	Less ability to consider shared facilities	All new parking is in shared facilities	City allows for all parking options, shared private or public facilities
GP6 – Transportation Demand Management	City can allow lower parking rates to support TDM measures	New parking can be designed to encourage various modes	New parking can be designed to encourage various modes	Both municipal and private parking can be designed to promote TDM measures
GP7 – Financially Sustainable System	Capital costs associated with new parking are transferred to private sector	Significant costs associated with building new parking structures	Significant costs associated with building new parking structures	City will incur expenses but not as much as if they were providing all parking
GP8 – Transparency	-	-	-	-
GP9 – User Friendly, Reliable, Efficient	-	-	-	-
GP10 – Regular Consultation	-	-	-	-
GP11 – Maintain Pedestrian Environment	-	-	-	-
GP12 – Environmental design and pedestrian connectivity	-	-	-	-

Recommended Actions

Based on the evaluations in the previous sections, recommendations were developed as presented below for the expansion of the non-residential off-street parking supply.

Parking Design Standards

It is recommended that through changes to either the Zoning By-law or through the establishment of urban design guidelines for parking, principles should be set out to ensure good design of the future parking supply of downtown Guelph. These policies would govern both future municipal parking as well as any private parking that is built.

The changes should include regulations that restrict parking between buildings and the street line (no surface parking fronting the street) as well as considerations for requirements of ground-floor retail or office uses along street lines in parking structures.

- A good design of a parking structure should, at a minimum, prioritize the following concepts:
- Respect the existing or planned context;
- Enhance the safety and attractiveness of the public realm;
- Provide safe, comfortable and convenient routes for pedestrians;
- Create convenient and safe links to public transit;
- Provide for easy automobile parking access and good internal circulation and manoeuvring; and
- Provide amenities within or near vehicle parking lots for cyclists (e.g. bike racks or bike lockers).

Type of New Public Parking

The City should continue to control the majority of publicly accessible parking in the downtown. Parking provided in conjunction with intensification developments is the best use for redeveloped land in the City; however, it is recognized that some sites, like the Wilson Street Lot, are limited in the potential development that could be accommodated and these lots could be developed with limited street-level retail development. Building stand-alone parking structures with no publicly accessible street-level retail or service activity should be avoided when possible.

Amount of New Municipal Parking

As shown in Section 4.3, the number of spaces required for future development will be between 1,350 and 1,700 and it will be assumed to be provided primarily by the City. This will allow the majority of the parking system to remain in control of the City. This preliminary analysis recommends that these spaces be provided on redevelopment of the following lots and in this order:

- Wilson Street Lot – 350 publicly accessible spaces with some ancillary development on the ground level.
- Baker Street Lot – 500 publicly accessible spaces built in conjunction with a major development
- Fountain Street Lot – 500 publicly accessible spaces build in conjunction with a major development

- Neeve Street Lot – 250 publicly accessible spaces supporting surrounding businesses and the GO Station built with supporting retail and possible uses related to the GO Station

The primary recommendation of developing the Wilson lot first is due to the need for locations for displaced drivers to park during the redevelopment of major lots such as the Baker Street Lot which will result in the loss of 240 parking spaces, creating a significant stress on the downtown parking system. If the Baker Lot is developed before the parking capacity is increased, it will likely necessitate the need to move some permit holders outside of the downtown and provide a shuttle service during the one or two years of construction.

6.5 On-Street Parking on Primarily Residential Streets

Issues and Opportunities

Management of on-street parking in residential areas must provide a balance between the parking needs of local residents and the fact that on-street parking is a public amenity which provides benefits to local businesses. In residential areas near downtown cores or key community attractors (e.g. hospitals, schools, etc.), there is competition for on-street parking spaces among residents and area visitors. Residential on-street parking management is of particular concern in these areas, particularly where many residents rely on this type of parking to serve their daily needs.

In Guelph, there are residential streets just outside the downtown core that are affected by significant spillover parking from downtown activities. This is particularly true for streets just west of Norfolk and streets to the east of the core, just across the river. On-street parking regulations are not consistent, although most of these areas have a general two-hour limit on parking between 8:00 a.m. and 6:00 p.m. on weekdays with no posted exemption for residents.

Many residents support changes to existing policies. Demand for residential permit parking is low, particularly for overnight parking, because the application process is seen as burdensome. Currently, residents must pay $50 at the time of application in order for City staff to conduct an on-site inspection and verify whether or not on-site/off-street parking cant be legally created per the Zoning By-law. This requirement creates the additional challenge that if a resident cannot afford or does not desire to build a driveway, they will not be allowed to apply for an on-street permit

Residents also support changes to be more restrictive to non-residential parking in order to ensure the availability of parking for area residents. In addition, based on comments from the public consultation events, enforcement of on-street parking on these peripheral areas is not adequate. This observation was supported by the parking turnaround survey, as shown in Exhibit 3.10 where areas furthest from the core tend to have much lower compliance to the two-hour parking limit. Overall, drivers are often observed parking in these residential streets during the work day and then walking to their place of employment to avoid paying for parking in off-street lots.

Source: www.guelphmercury.com

The current parking system does allow residents to request on-street parking exemptions for visitors. Users can register online (via the city's website) for these temporary parking exemptions. It should be noted that overnight guest parking exemptions are not required

Best Practices

Many municipalities in Canada, including the cities of Toronto and Vancouver, implement permit parking programs that entitle holders to park on streets with on-street parking spaces reserved exclusively for permit holders or to be exempt from on-street parking restrictions such as time limits. These residential permit parking systems are implemented in areas where there is a high demand for on-street spaces, particularly from non-residential users.

General guidelines that help the development of solutions to on-street parking problems in residential areas include:

- Application of policy is typically initiated by residents, resulting in different policies on different streets based on residents' needs.
- Policies should not significantly increase traffic levels on residential streets from existing and for which they were designed.
- Residents without valid off-street parking will be given priority if and when permit parking restrictions are implemented.
- Parking requirements of nearby land uses (such as commercial and institutional) will be considered when determining what restrictions are valid on a street (i.e. one-hour parking limit versus exclusive permit parking).
- For non-residential permits, rates should be set at fair market value and not encourage users to choose on-street parking over off-street spaces (i.e. compete with off-street parking).
- Policies should be enforceable and be supported by appropriate enforcement measures.

Residential permits can be provided for free or priced to generate some level of cost recovery or revenue, either to cover administrative and management costs of the permit program or as an additional revenue source for parking operations. The standard is to provide a balance to fund operations and enforcement, and minimize cost to residents.

Exhibit 6.8 compares residential parking permit programs for various municipalities across Canada. For the majority of these programs, only residents of the permit parking areas are eligible and applicants must provide proof of address. Most municipalities offer temporary or visitor parking permits, while some municipalities such as St. John's, Ottawa and Saskatoon allows other type of permits for residential parking permit areas, including contractor permits for residents having work done on their property. St. John's specifically has a business permits for a business in the residential permit area with no access to off-street parking. Saskatoon has a Limited Residential Permit for zones near (150 metres) institutional properties to address transient on-street parking in these neighbourhoods.

Permit parking areas are generally implemented based on initial residents' concerns, and subsequent studies and residential consultation by city staff.

Exhibit 6.8: Peer Review of Residential Parking Permit Programs

MUNICIPALITY	PROGRAM DESCRIPTION	PRICE	VISITOR PARKING
St. John's	Permit holders are exempted from on-street time restrictions. Only in areas where majority of residents to not have access to off-street parking.	$12 per year for first year (reduced to $6 per year for subsequent years)	$6 annually, one per household. Other permits available: rent space in downtown parking lot ($120/month); contractor's permit ($12/veh); business permit ($12/year).
Hamilton	Permit-only parking (prohibits non-permit holders) and time limit parking (exempt from time regulations)	$77.08 + tax per year	No visitor permit offered.
Calgary	exempts residents from posted 'no parking' and 'two hour' maximum parking restrictions.	Free for first two permits. Additional $50 + tax for subsequent.	Issued based on type of dwelling (two passes for most housing types; no visitor permits for apartment dwelling). Valid w/in one-block radius of address. Temporary two-week max. permit available.
Toronto	Permit holders are exempted from on-street time restrictions	$14.04-$49.18 + tax per month. Priority and costs based on availability of on-site or off-street parking.	Temporary passes available (24 hrs., 48 hrs., or weekly)
Ottawa	Permit holders are excepted from on-street time restrictions	$58 + tax per month, or $635 + tax per year.	$14.50 + tax per week, up to 2 week maximum. Consideration parking permit available (temporary displacement of off-street space)
Saskatoon	Residential Permit holders are exempted from on-street time restrictions.	$25/year (one per resident) $15/year (Limited Residential)	$5.00 if in addition to residential; $25.00 if in place of residential. Temporary Permit: $1.00 per day.

Options for Guelph Parking

Due to the concern with long-term parking by downtown employees in residential areas in the downtown periphery, the City of Guelph should consider introducing a residential parking permit system to these areas. Exhibit 6.9 compares the existing system on these streets, potential enhancements to the residential parking permit system, and increased enforcement and/or changes to existing regulations to discourage long-term abuse of on-street parking in residential neighbourhoods. These options are compared with regards to how well they meet the guiding principles.

Within a residential parking permit system, it is also possible for the city to allow residents to purchase permits for overnight parking and employees to purchase daytime permits. Residents could also purchase daytime permits if required, with residents given priority over non-resident applicants.

Recommended Actions

Based on the evaluation of on-street parking options in residential areas near the downtown core, it is recommended the city enhance its current time exempt and overnight permit programs to address concerns of on-street parking availability for residents and of spillover from downtown activities. Enhancements to consider include:

- Explore standardizing the on-street parking restrictions on neighbouring roads depending on the proximity to the downtown core. For example a standard 2 hour parking restriction between 9 a.m. to 6 p.m. in the area bounded by Glasgow to the west, London to the north, Huron to the east and the Speed River to the south would result in a potentially more even distribution of on-street parking in the downtown periphery.
- Expand application of on-street parking restrictions (currently only prohibited or time limited restrictions) on residential streets to include permit-only restrictions on a block or street basis. This would expand possible restrictions to include parking only by permit holders, based on city evaluation and consultation with residents.
- Expand eligibility of Time Exempt and Overnight On-Street Residential Permit parking to residents and non-resident users. However, a priority hierarchy is established to give residents with no current access to off-street parking priority over residents with existing on-site parking. Non-resident parking permits subject to availability.
- Change to current eligibility criteria for residential permits to increase transparency of application process and be based on existing parking conditions, as oppose to potential. For example, permits are currently issued after an on-site visit by City staff to verify a current on-site parking space does not currently exist and cannot be constructed on the property.
- Ineligibility of residents who could potentially build parking on-site for permit application should be revisited as it is a policy that encourages residents building more driveways. This creates more curb cuts, both reducing the available on-street parking as well as creating more locations of potential vehicle conflicts.
- Set permit costs based on a limited cost recovery approach. Lower rates are recommended for permits for residents, e.g. $50 to $100 per year, while daytime permits for non-residential vehicles should be comparable to rates for downtown parking lots (between $40 and $60 per month). It is estimated that there is a potential revenue of $30,000 per year if the permit program is aggressively promoted.
- Provide visitor or temporary parking permits for guests or work contractors of residents for a small nominal fee and a limited time (e.g. active for one to two weeks maximum).
- Ensure appropriate amount of regular enforcement to ensure desired levels of compliance with on-street regulations.

Exhibit 6.9: Evaluation of On-Street Parking Options in Residential Areas

GUIDING PRINCIPLE	STATUS QUO	ENHANCE RESIDENTIAL PERMIT PROGRAM	INCREASE ENFORCEMENT OR CHANGE REGULATIONS
GP1 – Support Economic Development	-	Additional daytime on-street parking for employees would decrease demand on off-street lots, resulting in more spaces available for visitors.	May drive downtown visitors or employees that cannot afford or find parking spaces in downtown area.
GP2 – Future Parking Supply	-	Potentially increase non-residential parking supply (if permits available for non-resident users).	Increase efficiency of on-street parking spaces.
GP3 – Establish a Hierarchy of Users	Permits available to residents only.	Open to all users, but priority given to residents.	Maintains burden of residential permit application.
GP4 – Efficient Utilization of Parking	Parking in areas outside core will remain underutilized.	More efficient use of on-street parking in downtown periphery.	Increase efficiency of on-street parking spaces.
GP5 – Adequate Parking	-	-	-
GP6 – Transportation Demand Management	-	-	Current users in violation of time limited restrictions will be forced to other parking locations, potentially considering alternative modes to driving.
GP7 – Financially Sustainable System	Low demand Current permit price seen as high	Increase revenue from sale of residential and non-residential permits.	Potential revenues from parking fines for time limited violations.
GP8 – Transparency	-	More transparent, efficient system to apply and qualify for permits.	-
GP9 – User Friendly, Reliable, Efficient	General residents' dissatisfaction with current policies.	Although fees may be seen as negative, permit parking process and application to be more efficient and effective.	More fair and consistent enforcement and parking regulations.
GP10 – Regular Consultation	-	Permit parking implemented in consultation with residents.	On-street parking restrictions / policies to be implemented in consultation with residents.
GP11 – Maintain Pedestrian Environment	-	-	-
GP12 – Environmental design and pedestrian connectivity	-	-	-

6.6 Zoning By-law

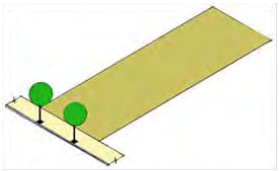
Issues and Opportunities

Parking provisions in the City of Guelph Zoning By-law govern the supply and design requirements of off-street parking facilities for new development. These parking provisions are one of the most significant tools available to a municipality for influencing its parking supply and have large implications for transportation behaviour, urban design and development patterns.

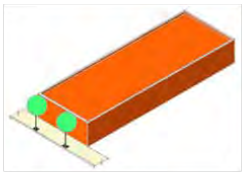
Major concerns with the current parking standards focus on the different provisions for CBD.1 zones compared to the rest of the city, and particularly, to neighbouring zones within the Downtown Guelph Secondary Plan area (e.g. parcels south of the train tracks).

As discussed in Section 3.1, there are no minimum parking spaces requirements for office, retail, and most commercial land uses in CBD.1 zones. Parking is only required for apartment buildings and hotel land uses. This lack of off-street parking requirement puts pressure on the public parking system to provide adequate parking supply for employees and customers of downtown businesses. As expressed during the public consultation events, the shortfall of convenient parking is seen as an obstacle to attract business tenants and lease existing, unused commercial space.

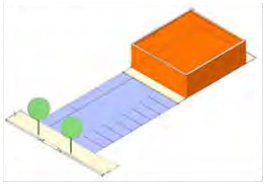
There are many zones within the downtown core which are not designated CBD.1, and off-street parking regulations for these zones are generally the same as the rest of the city. However, the application of standard parking rates is not in line with the inclusion of these zones within the downtown core and their more urban character. The higher rates, when compared to rates typically found for urban areas, has an impact on redevelopment and intensification as developers find it difficult and costly to incorporate the higher amounts of parking spaces, especially when the intent is to promote more urban built form within the downtown area.



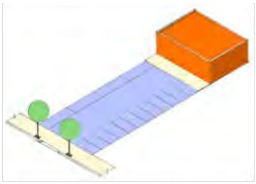
Typical lot on avenues (700m^2)



No on-site parking



4.3 spaces per 100m^2 (Typ. Retail)



11 spaces per 100 m^2 (Typ. Restaurant)

Source: www.planetizen.com

Best Practices

Zoning requirements for off-street parking needs to be balanced. Minimum requirements ensure developments provide a responsible amount of parking for tenants and visitors. However, an oversupply encourages higher auto ownership levels and more driving trips. Lower parking requirements support a more transit-supportive built-form, but too little will put pressure on the public system to provide parking on streets or off-site. Best practices in the industry focus on zoning strategies to encourage more efficient use of land to meet demand, but offer incentives to encourage more sustainable travel behaviour that is not auto oriented.

Many municipalities across Canada have different zoning and parking provisions for downtown areas and the rest of the city, as shown in Exhibit 6.10.

Exhibit 6.10: Zoning By-law Parking Requirements Peer Review

LAND USE		APARTMENT DWELLING (RESIDENT)	APARTMENT DWELLING (VISITOR)	OFFICE (PER 100 M^2)	RETAIL STORE (PER 100 M^2)	RESTAURANT (PER 100 M^2)		
Guelph	**Downtown**	**1 per unit**	**None**	**None**	**None**	**None**		
	Rest of City	**1.5 per unit for first 20 units, 1.25 for every additional unit**	**None**	**3.03**	**6.06**	**13.33**		
Hamilton	Downtown	1 per unit (0.3 per unit if unit < 50m^2)	None	2.0 (for GFA area > 450 m^2)	None	None		
	Rest of City	1 per unit (0.3 per unit if unit < 50m^2)	None	3.3	5.0	12.5 (Notwithstanding above, where there are no seats provided for dining purposes, a minimum 3 spaces shall be required.)		
Cambridge	Downtown	1 per unit	None	None	None	None		
	Rest of City	1 per unit	0.25 per unit	2.5	2.5	12.0		
Kitchener	Downtown	1 per unit	-	1.5	1.1	BFA 75 m^2 or less	BFA 75-150 m^2	BFA > 150 m^2
						4.0	5.6	7.1
	Rest of City	1.0 – 1.75 per unit depending on number of units	15%-20% of resident	3.6	5.0	13.3		
Brantford [1]		1.5 per unit	None	3.3	3.3	Full service	Fast food	Take-out
						1 per 4 person capacity	10 per 100 m^2 plus 1 per 4 customer seat	10 per 100 m^2

Notes: [1] Brantford Zoning By-law includes three parking exemption areas in downtown core requiring 50%, 75% and 100% parking requirement reductions for all uses, respectively.

Strategies in terms of flexible parking standards generally applied by municipalities to encourage more efficient use of parking resources are described below.

Parking Maximums

The use of parking maximums is typically intended to discourage the development of excessive commuter parking facilities while also providing reasonable parking levels to facilitate business activities. By limiting the amount of parking in a particular area, a municipality makes a statement that public transit and other alternative modes of travel to that area are preferred. Parking maximums can be implemented in conjunction with or in place of the typical parking minimums.

Shared Parking

Shared parking involves the use of one parking facility by more than one land-use activity, typically taking advantage of different time-of-day parking demand patterns by each use. Shared parking operates as a pooled parking resource and spaces are not designated for any particular user (i.e. reserved spaces). This strategy can be applied within a single development, or between several developments, with the biggest benefits realized with mixed-use developments where uses have different peak demand times.

Off-Site Parking

Traditionally, parking By-laws require that parking be provided on the same site as the land-use activity being developed. However, in some cases there may be benefits in allowing parking to be provided on another nearby site, especially in the case of redevelopment of existing buildings and where a centralized parking facility is desirable. Estimation of the acceptable walking distances from a parking lot to a particular land use is usually a consideration in the assessment of whether off-site parking is appropriate.

This standard would require the developer to secure either private or public parking spaces in a nearby site. Similar to the existing agreement between the City of Guelph and the Co-operators insurance company.

Bicycle Parking

An important element in the promotion of bicycle use is the provision of adequate bicycle parking and associated shower and change facilities. More bicycle trips may reduce the number or growth of vehicle trips, and therefore reduce demand for parking, and leads to more sustainable patterns of urban travel.

Transportation Demand Management (TDM)

The design of a TDM program and proof of implementation is most often considered at the site planning stage, but various aspects of TDM programs could be included within the requirements of a Zoning By-law. Measures to reduce the transportation demand created by a development will also typically result in a reduced demand for parking. Potential strategies include those geared towards customers, such as priced parking and shuttles, and those geared towards employees, such as ridematching, guaranteed ride home, provision for carshare vehicles, reserved parking spaces for carpool vehicles, and parking cash out or transit subsidies. Parking reductions should not be fixed, but subject to case-by-case review and dependent on the number and extent of TDM elements.

Options for Guelph Parking

Two overall potential changes to the parking regulations of the current Zoning By-law were considered and evaluated to address the issues and concerns described earlier:

- Adjustments to the parking rates. This could include changes to parking requirements for CBD.1 zones, for other zones within the Downtown Guelph Secondary Plan area, and to the rest of the city, or a combination of one or more.
- Introduction of flexible parking standards that link parking provisions to TDM measures or other strategies that reduce parking needs or provide developers alternative to prescribed on-site parking requirements.

Exhibit 6.11 compares these overall options to current parking requirements (status quo), and evaluates how well each option meets the guiding principles.

Exhibit 6.11: Evaluation of Zoning By-law Options

GUIDING PRINCIPLE	STATUS QUO	ADJUST PARKING RATES	INTRODUCE FLEXIBLE STANDARDS
GP1 – Support Economic Development	↓ Current rates discourage redevelopment and intensification.	↑ Attract redevelopment, particularly of CBD zones south of train tracks	↑ Attract redevelopment, particularly to reflect more urban built form in downtown area.
GP2 – Future Parking Supply	↓ Parking supply may not reflect actual needs, particularly south of the train tracks in downtown area.	↑ Potentially increase non-residential parking supply (if permits available for non-resident users).	⇑ Provides for alternatives to future parking supply that reflect actual needs.
GP3 – Establish a Hierarchy of Users	-	-	-
GP4 – Efficient Utilization of Parking	↓ Lack of non-commercial parking requirement in CBD.1 puts pressure on public parking system.	⇑ New rates to reflect effective use / demand by employers and visitors.	⇑ Investigate alternatives for more efficient use of facilities before new supply built.
GP5 – Adequate Parking	↓ No opportunities to work with developers.	⇑ New rates to ensure adequate parking for range of urban/suburban built forms.	⇑ Opportunities to work with developers to ensure adequate parking. Shared parking makes more efficient use spaces based on different peak demand times.
GP6 – Transportation Demand Management	-	⇑ New rates to provide adequate parking while encouraging other alternative modes.	⇑ Current users in violation of time limited restrictions will be forced to other parking locations, potentially considering alternative modes to driving.
GP7 – Financially Sustainable System	-	-	-
GP8 – Transparency	↓ Different parking requirements for various zones within downtown (e.g. CBD.1, CBD.1-1, etc.)	↑ More consistent set of parking requirements for specified areas.	↑ Introduce formal process for flexibility and exemptions.
GP9 – User Friendly, Reliable, Efficient	-	-	-
GP10 – Regular Consultation	-	-	-
GP11 – Maintain Pedestrian Environment	-	-	-
GP12 – Environmental design and pedestrian connectivity	-	-	-

Recommended Actions

Based on the evaluation of options in Exhibit 6.11, the overall recommendation is for the city to introduce changes to the off-street parking regulations in its current Zoning By-law. Recommended changes include adjustments to the current parking rates and introduction of flexible parking standards as described below.

Parking Rates

It is recommended that the current parking rates for CBD.1 zones (Exhibit 3.3) remain unchanged. The current regulations do not preclude developments from providing on-site off-street parking; it simply sets different standards for dwelling units with commercial uses and hotel land uses in CBD.1 zones, and exempts these CDB.1 zones from the minimum parking requirements prescribed in the Zoning By-law for the city for non-residential uses. Although the lack of off-street parking requirements for most non-residential land uses adds pressure on the public parking system, it encourages a more attractive and pedestrian-friendly environments (i.e. less land consumed by parking spaces). It also provides incentives for current businesses and future developers to introduce programs to encourage alternatives to driving and to reduce auto trips and overall parking demand.

The primary recommendation is to make adjustments to current parking requirements for **zones south of the train tracks within the Downtown Guelph Secondary Plan area**. Current parking rates are too high and do not reflect the urban character associated with a downtown area. However, total exemptions from providing off-street parking is not recommended in order to not put additional pressure on existing supply (nor increase future parking demand), and the recommendation is to employ reduced parking minimums compared to standard requirements for the rest of the city. The following are suggested ranges of parking rates for these zones:

- **Office**: 1.0 to 1.5 spaces per 100 m^2 (could vary based on gross floor area);
- **Retail**: 1.0 to 1.5 spaces per 100 m^2 (could vary based on gross floor area);
- **Restaurant**: 0 spaces if gross floor area is less than 100 m^2, and 3.0 to 4.0 spaces for restaurants with gross floor area greater than 100 m^2; and
- **Hotel**: 1 space per guest room.
- **Bicycle parking**: Recommended. Typical rates range around 0.6 – 0.8 long-term and 0.05 – 0.1 short-term bicycle spaces per residential apartment unit. For non-residential land uses (e.g. retail, office, and restaurant) typically the requirements are from 0.2 to 0.4 spaces per 100 m^2 of gross floor area.

Flexible Parking Standards

Introduction of flexible parking standards is recommended to allow for site-specific adjustments that more accurately reflect a development's parking needs and takes into account other factors, particularly with regards to higher efficiency or utilization of parking and support of more sustainable travel modes. Strategies commonly considered best practices (described previously) were evaluated for application in Guelph and the following recommendations are made:

- **Parking maximums**: Not recommended for Downtown Guelph as it is unlikely developers will provide excessive supply of parking given constrained land areas; however restricting in Zoning By-law must be in place to prevent "suburban" type development (e.g. fast food restaurants with drive-through access and large parking lots).
- **Shared parking**: Recommended. Exhibit 6.12 provides suggested percentages for shared parking provisions by land use and time of day.

- **Off-site parking**: Recommended, with the allowance of the off-site location to be within 300 meter of development. It is recommended that the developers are no longer provided discounted off-site permits in the municipal parking system as has been the practice in the past.
- **Automobile parking reductions for providing more than minimum required number of bicycle parking spaces:** Recommended, with a reduction of one parking space for every 5 additional bicycle parking spaces provided above the minimum required (to a maximum reduction of 20% of the total minimum automobile parking spaces required).
- **Carpool and/or Car-Sharing Parking**: Recommended. Reduction of 4 * (number of units/60) for each car share space provided (minimum reduction of 1 space). Examples based on the number of units and car share spaces provided are shown in Exhibit 6.13.

Exhibit 6.12: Suggested Percentages for Shared Parking

	MORNING	AFTERNOON	EVENING
Apartment Dwellings	100%	100%	100%
Office	100%	60%	0%
Medical Office	100%	100%	50%
Retail	20%	100%	100%
Restaurant	100%	100%	100%
Hotel	80%	75%	100%

Exhibit 6.13: Car Share Parking Reduction

SIZE OF DEVELOPMENT	MAXIMUM ALLOWABLE REDUCTION IN MINIMUM REQUIRED PARKING	CAR SHARE SPACES REQUIRED TO ACHIEVE THIS REDUCTION
Less than 30	1	1
30-44	2	1
45-59	3	1
60-74	4	1
75-89	5	2
90-104	6	2
105-119	7	2
120-134	8	2
135	9	3
195	13	4

Source: Parking Standards Review: Examination of Potential Options and Impacts of Car Share Programs on Parking Standards

6.7 Parking Governance

Issues and Opportunities

Parking in Downtown Guelph, as well as the entire City, is managed as a division within Public Works Department of the City. This is similar to many other cities in Canada where the management of parking is closely tied to the transportation/traffic department. In Guelph, the enforcement of parking regulations (including the 2 hour free parking) is managed separately by the City's By-law Compliance, Enforcement and Security Department.

The key advantage of having parking under the umbrella of a department within the City is that staff and other resources can be shared. For example, administrative staff is not solely dedicated to parking matters. However, the sharing and mixing of resources is also presents several challenges; for example, it is more difficult to track the true revenues and expenses for the parking system. In the case of enforcement, the lack of dedicated resources for the Downtown has also been a challenge.

The Downtown Parking Master Plan provides an opportunity to take a critical look at how parking is being managed within the City and whether or not the current system is working.

Best Practices

There is really no single best practice for parking management but rather a spectrum of approaches which range in terms of the level of autonomy and control. Approaches include:

- **Parking department** - Parking departments are a division of the municipal government and answer directly to a council as any other department would. The municipality maintains ownership over the parking facilities and property. A variation on this approach is to also have a dedicated **Parking Manager**. A parking manager is assigned to oversee parking and act as a principal liaison between a council and the other departments that manage various aspects of the parking system. This form of management allows for the centralization of the parking system management function through one individual who then becomes the face for the City's parking system.
- **Parking committee** - Parking management that uses a parking committee is essentially run by a variety of departments with citizen oversight. Each department oversees an area of the system particular to the departments mandate (i.e. By-law department oversees enforcement; public works oversees parking meters and general maintenance). The committee is a group of stakeholders from the municipality that meet to discuss parking related issues and act as a guide, making recommendations to Council; who then make the final decisions and instruct the various departments accordingly.
- **Parking authority** - Parking Authorities are a governing body unto themselves. The point of forming an authority is to create an independent unit that oversees all aspects of the parking operation and may own the land resources that the parking is located on. By having full control and possible ownership of the parking system, parking authorities are able to undertake bond issuance for repairs, replacement and expansion of the parking system since all parking revenues would go to the authority. Typically, parking authorities answer directly to a board of directors comprised of citizens and elected officials from council. Although there are several parking authorities in Canada, they tend to exist in larger cities (e.g. Toronto, Winnipeg) where there is enough critical mass to establish an arm's length entity.

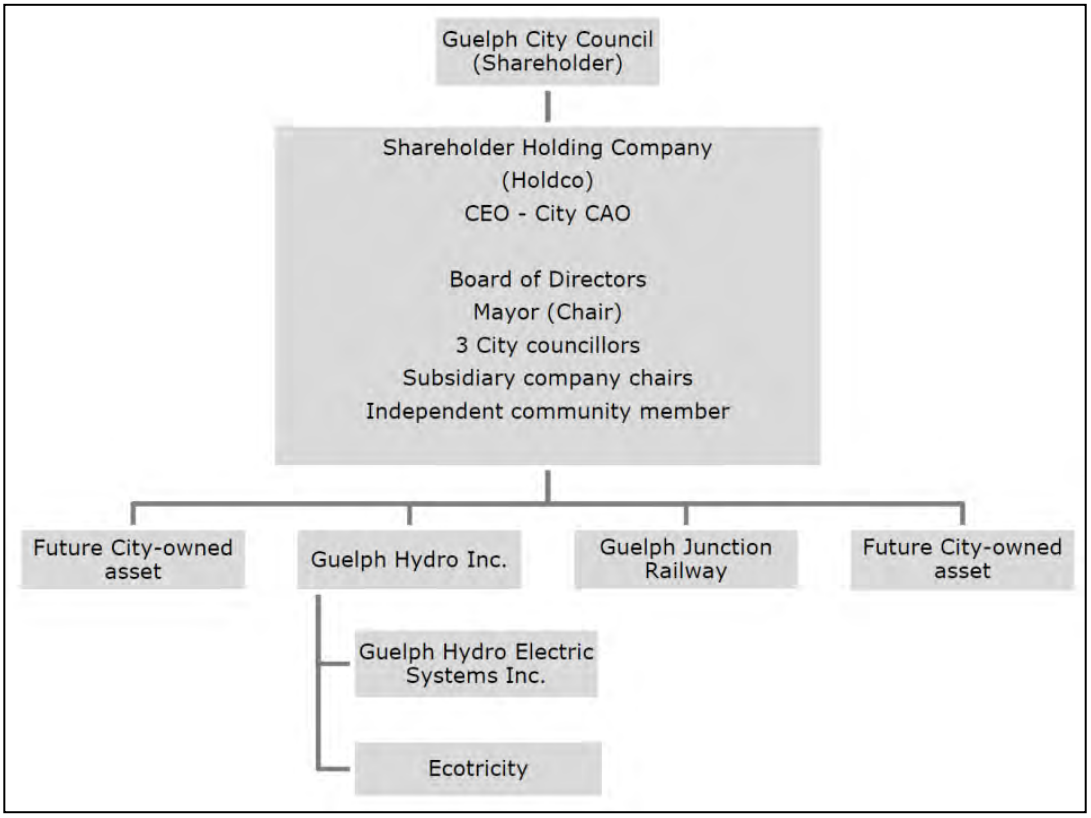
- **Parking enterprise**: A parking enterprise is form of management that blends the benefits of a parking department with those of an arm's length authority. The enterprise is ultimately accountable to council the same as a department, but administrative and operations functions are distinct and separate from other city services. A parking enterprise has direct authority over the function of the parking system by overseeing a dedicated parking staff. All costs and revenues are explicitly tied to the parking enterprise and enterprise is designed to be self-sustaining. Although the enterprise is distinct, major policies such as parking regulations would still be approved by Council. An example of a parking enterprise is the City of Kitchener. Guelph Water and Wastewater is another example of an enterprise operation.

Options for Guelph

With respect to parking management and governance, options for Guelph focus on the level of control and range from the current approach to a completely separate entity to look after downtown parking. Options include:

- Status Quo – Continue operating as a tax based department of the City, sharing resources with other departments.
- Parking Enterprise – move to a self-contained and self-sustaining parking model. After some initial capital investment, the enterprise would pay a dividend to the City. Council would still maintain control over major policies.
- Parking Authority – Create an arm's length entity which would be self-sustaining and could fund capital investments. Council would not have direct control over the parking system.
- Guelph Holding Company –In this model the management and operations of parking would be transferred to the Guelph Holding Company (Holdco), similar to the process that was followed for Guelph Hydro. Guelph Holdco reports to a Board of Directors, who in turn report to Council. All assets (i.e. parkades) would be transferred to Holdco. One exception is the transfer of ownership of on-street parking (i.e. the public right-of-way) which would require a complex agreement. Exhibit 6.14 shows the proposed structure of the Guelph Holding Company.

Exhibit 6.14: Proposed Guelph Holding Company Structure



In addition to these options, the privatization of parking was also discussed. For example, the City could sell one or more surface lots to a private parking operator who would then be obligated to build a parking structure. However, this was not considered to be a realistic option since the City would lose control of parking permit rates for these lots and the rates would need to be increased significantly in order to create a viable business case for the private sector. Alternatively, the City could provide a subsidy to a private operator but the optics of this is questionable. There are examples where a City has adopted this approach. For example, the Halifax Regional Municipality entered into a long term agreement with a private operator to construct a large downtown parking structure.

Exhibit 6.15 summarizes the differences between the options and alignment with the guiding principles.

Exhibit 6.15: Evaluation of Parking Governance Options

GUIDING PRINCIPLE	STATUS QUO	PARKING ENTERPRISE	PARKING AUTHORITY	GUELPH HOLDING COMPANY
GP1 – Support Economic Development	Little incentive for improving parking system	Places greater focus on parking as tool for economic development	Decisions may not take into account economic development	Performance of parking system is priority over economic development
GP2 – Future Parking Supply	Easy to put off decision on parking supply	Enterprise could be built around need for new parking and sustainable revenues	Ability to expand parking would be dependent on revenues	Ability to expand parking entirely dependent on revenues
GP3 – Establish a Hierarchy of Users	▬	▬	▬	▬
GP4 – Efficient Utilization of Parking	Less incentive to optimize parking	Efficiency is pre-requisite	Efficiency is pre-requisite	Efficiency is pre-requisite
GP5 – Adequate Parking	Greater dependency on private sector to provide parking; but more flexibility for creative solutions	Some opportunity to work with private sector	Good precedent in other cities for joint parking facility development	Limited opportunity for partnership with private sector
GP6 – Transportation Demand Management	▬	Enterprise could fund TDM initiatives	Greater separation of parking and TDM	Greater separation of parking and TDM
GP7 – Financially Sustainable System	Only sustainable if Council committed to set aside reserves	Financial sustainability is fundamental to this option	Financial sustainability is fundamental to this option	Financial sustainability is fundamental to this option
GP8 – Transparency	Highly transparent with respect to council decisions, but less so for administration	All management decisions would be transparent	Arm's length aspect reduces public role	Transparency only through annual reports
GP9 – User Friendly, Reliable, Efficient	Strong historical experience on user needs/issues	User friendliness key to success	User friendliness key to success	Holdco would have no experience with parking systems
GP10 – Regular Consultation	Consultation through staff and council	▬ Can be part of option	Potential for less consultation	No direct consultation
GP11 – Maintain Pedestrian Environment	▬	▬	▬	▬
GP12 – Environmental design and pedestrian connectivity	▬	▬	▬	▬

Recommended Actions

Any changes to parking governance will require careful consideration and further discussion with all parties involved. However, based on the evaluation of options against the guiding principles, the preferred approach would be to move to a parking enterprise approach. The key advantage of this option is that financial sustainability is a core objective. At the same time, the model ensures that Council still has control over major decisions including policies and rates. Moving to an enterprise system will also require clear and transparent reporting of the parking system's policies and finances and this information should be readily available for the general public.

The details of the parking enterprise will need to be developed, but key elements of the approach should include the following:

- The system should be fully user-pay with little or no impact on the tax-base for both operating, as well as, capital costs (including growth of the parking system);
- Enforcement of downtown parking should be moved under the umbrella of the parking enterprise to ensure full control;
- An initial capital investment from the City will be required to ensure long term financial sustainability;
- Dedicated staff, including a parking manager, will be required;
- An option of funding TDM initiatives through the parking enterprise should be considered; and
- A dividend would be paid to back to the City to cover initial investments, subject to initial capital investment levels.

6.8 Financial Sustainability

Issues and Opportunities

Currently, parking in Downtown Guelph is primarily funded by the general tax base. In 2012, the system generated a small surplus of approximately $400,000 excluding major capital repairs. At the same time, capital project commitments to ensure parking facilities are kept in a good state of repair range from $400,000 to over $1 million per year for each of the next 10 years. In short, even without any new parking structures, the system will be a net draw on the tax base.

Arguably, the case could be made to keep funding the parking system requirements annually through the tax base on the basis that parking provides an economic benefit to the City. However, this would not meet the objective of ensuring financial sustainability.

As noted in this report, there is a requirement to construct approximately 1,500 public parking spaces over the next 20 years, depending on the pace of development. Assuming a cost of $35,000 per space, this translates into a capital need of some $52.5 million. Clearly, the City needs to plan for such an investment which is phased over time in a financially sustainable way.

The remainder of this section will include financial analysis on the future parking system with considerations for alternate scenarios and funding sources. **Note that all financial analysis in this memorandum is presented in 2012/13 equivalent dollars.** Any increases in revenues or expenses shown are over and above those that would be realized through standard inflation.

Existing System/Status Quo

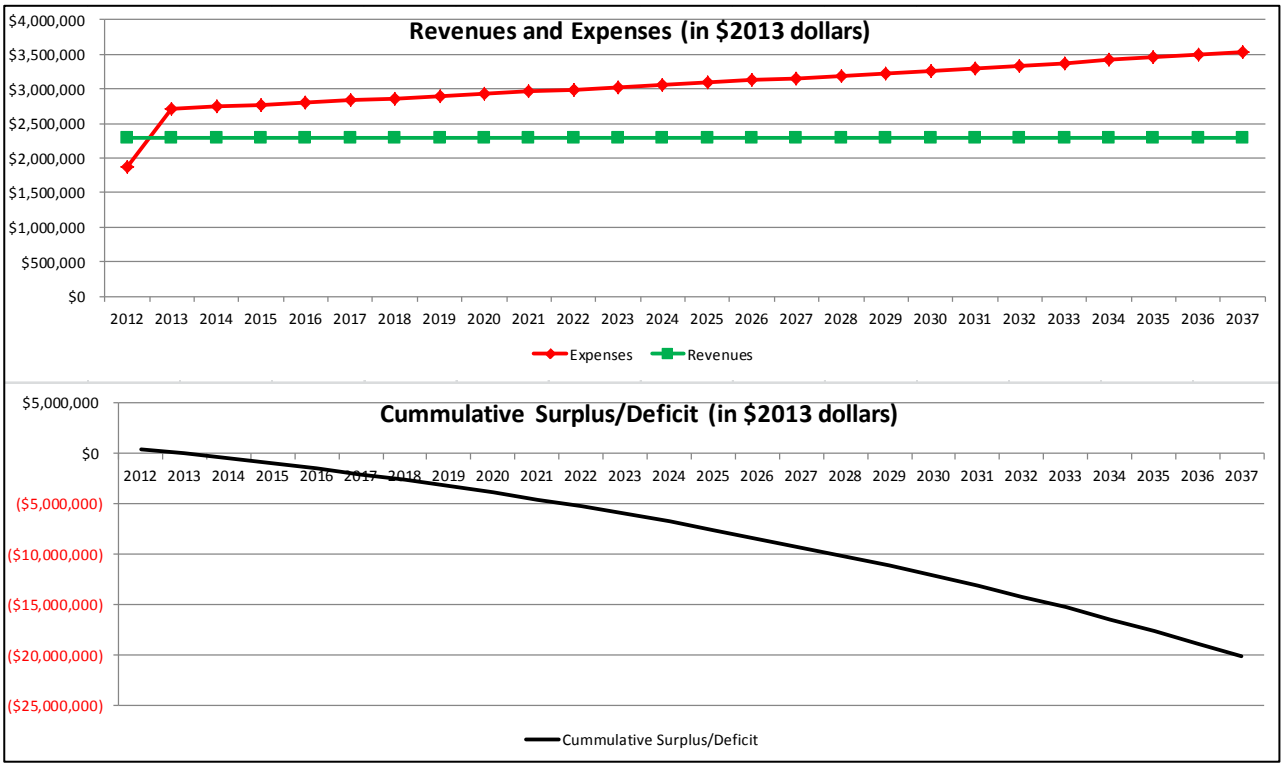
Using the 2012 revenues and expenditures, shown in Exhibit 3.13, as a base, a status quo financial projection for the parking system was prepared. The status quo projection assumes parking revenues will remain flat in constant dollars and no new revenue sources will be

available. In terms of expenditures, the forecast builds in the cost of major repairs, which were previously shown on Exhibit 3.15. An average of $816,000 per year was used to represent these expenditures (actual values for 2013-2022 vary year to year). This amount should serve to cover major re-builds of the east and west parkade that are expected to be required at or around 2022. In addition, based on past trends, operating expenses for the parking system were assumed to increase at a rate of 1.5% greater than average inflation. In other words, if the base rate of inflation was 2%, operating costs would increase by 3.5%. This is mainly due to the increasing cost of labour and materials.

Exhibit 6.16 shows the projected financial analysis of the parking system until 2037 under the status quo scenario. Essentially, without any changes to parking pricing or permits, expenditures are expected to continue to exceed revenues throughout the horizon period.

The key conclusion from the status quo scenario is that - even if no new parking supply is created, the parking system will require an annual capital subsidy and/or new revenue streams.

Exhibit 6.16: Financial Forecast - Status Quo



Status Quo with Additional Revenues

Given the above financial picture, a scenario was created to see if additional revenues could result in a sustainable financial parking system under a status quo scenario (i.e. not including the cost of new structures or introduction of paid parking). The potential options for generating additional revenues include the following:

- Increasing permit rates
- City paying market value for City employee permits
- Converting attended lots to Pay and Display

- New revenues from charging for non-resident parking in peripheral areas

With respect to permit rates, the current monthly permit rates are considered to be relatively low and not reflective of the true market value of downtown off-street parking. This scenario considers a 2% annual increase in permit parking rates (above inflation). This would mean that an $80 permit in 2012 is increased to the equivalent of $130 by 2037. This is likely closer to the true market value of off-street parking in the existing system. Note that for the purpose of the financial forecast, the permit increases are assumed to be constant per year. In practice, permits would be increased in a step-wise fashion, perhaps every two years.

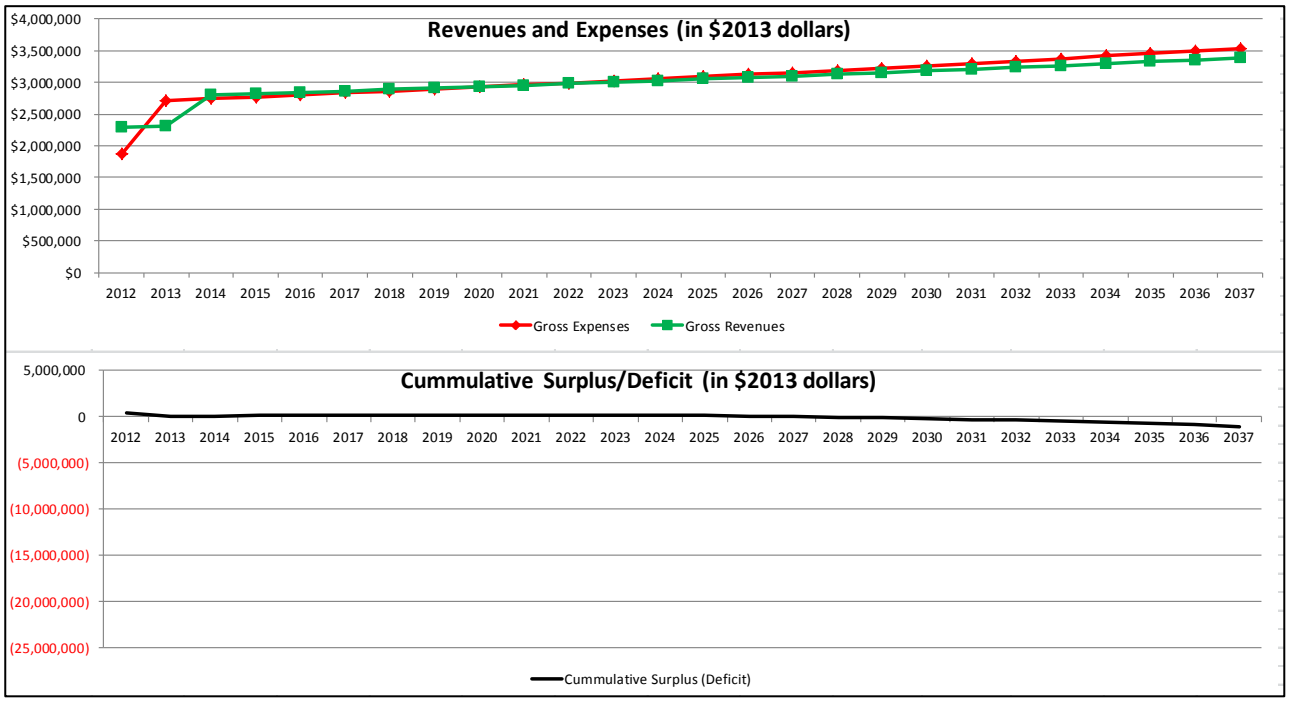
This scenario also includes some assumed additional funding sources that have been identified in the Parking Master Plan. Specifically, it assumes an allocation for the City paying market value for staff permits. This was assumed to result in an increase of $200,000 per year, a figure provided by the City based on current permits as well as other new funding sources. It is noted that this has the potential to affect the City's tax supported budget, which has not been accounted for in this analysis.

Further additional revenues include:

- A savings of $250,000 per year by eliminating attendants in lots and converting to pay and display (or pay on foot for structures)
- A $30,000 increase in revenues by aggressively promoting the permit program for non-residents parking on peripheral streets.

The results of this analysis are shown in Exhibit 6.17, indicating that the additional income from the above sources would be sufficient to keep the parking system relatively financial sustainable in the short-medium term. **However, this assumes no new parking supply is constructed.**

Exhibit 6.17: Financial Forecast – Status Quo with Additional Revenues



Best Practices

There are no set practices with respect to the financial sustainability of parking systems operated under a tax-base model. Many cities operate in a similar manner as Guelph in that modest revenues are generated by on-street and off-street parking and major capital expenditures are funded through the capital program.

However, there is a clear movement in many municipalities towards more sustainable funding models. In particular, many municipalities now have adopted policies on debt financing and asset management, the latter of which ensures that sufficient funds are set aside to maintain existing infrastructure before expanding infrastructure.

Options for Guelph

As is evident in the previous scenarios, the City cannot financially support the construction of additional parking supply without a significant impact on the tax base. Alternate funding options must therefore be considered to determine how the City may fund additional parking.

For the purpose of this section, it is assumed that the City will need to expand parking supply by 1,500 spaces as discussed previously. An option with reduced parking supply expansion is possible, but there would be an economic cost to this option in terms of reduced downtown development and possibly reduced economic activity for existing uses.

It was assumed that the future parking supply would be built in the following order:

- Wilson Lot – 2016 – 350 spaces
- Baker Lot – 2018 – 500 spaces
- Fountain Lot – 2025 – 400 spaces
- Neeve Lot – 2030 – 250 spaces

Note that the order of parking structures will depend on the pace of development in different areas of the downtown and opportunities as they arrive. For example, the construction of a new joint parking facility on the Baker Street lot could be achieved sooner if development proposals are successful.

The following assumptions were made when calculating the cost of building new parking structures. Note that these costs do not include the cost of land acquisition.

- Cost of structured parking is $38,500 per space for above grade and $45,000 per space for a combination of above and below grade with joint development. For the purpose of this assessment, a Wilson Street parkade is based on the lower cost while all other lots are based on the $45,000 per space.
- A portion of the cost of building each parking structure will be off-set partially by Development Charges. Specific amounts were provided for Wilson Street and Baker Street while assumptions were made for the other parkades.
- The annual interest rate on the borrowed money to build the structure is 5%.
- The cost of the structure is amortized over 20 years. Typically this would be 10 years for most major city investments; however, due to the significant cost of parking structures, 20 years is considered more applicable. The financial projection is very sensitive to this assumption.

In addition to the capital costs associated with building parking, it was assumed that there is a $500 per space cost for the operation of the new spaces. This is based on the costs in the

existing system. It would cover basic maintenance, revenue collection and minor rehabilitation, as well as property taxes.

The following assumptions were made when calculating the potential revenues associated with the new structures.

- 50% of the spaces are reserved for permit parking and 50% are reserved for hourly uses
- Permit rates for new structures are $100 per month and increase by 2% per year
- Hourly parking rate is $1.75 per hour
- The revenue per space is $10.5 which assumes 6 hours of utilization per space
- Hourly revenue is collected 300 days a year and occupancy is 80%

In addition to the additional revenues and expenses, the existing systems revenues and expenses must also be considered for the lots which are redeveloped. The *2010 Downtown Parking Annual Report* prepared by the City of Guelph contains details of both the revenues as well as the expenses of the existing lots. Exhibit 6.18 shows the 2010 revenues taken from that report plus the 2012 projections based on the total revenues. The total revenues were taken from the 2012 financial report and the specific lot values were factored up by a similar rate as the total value. These revenues were removed from the existing system on the year that the lot was assumed to be redeveloped in order to assure that the revenues for the old lot and the new lot were not double counted. It should be noted that the Fountain lot also results in over $90,000 of internal charges being moved to the parking budget for staff parking.

Exhibit 6.19 presents the expenses per space also taken from the 2010 report. These were factored by a 3% per year to account for inflation up to 2012. These expenses were removed from the existing system to ensure that these expenses were not double counted with those from the new proposed building.

Exhibit 6.18: Existing System Revenues for Redevelopment Lots (Dollars)

Lot	2010	2012
Total Permit Revenue	**742,371**	**972,961**
Baker	59,968	78,595
Wilson	9,173	12,022
Fountain	2,067	2,709
Neeve	65,251	85,519
Total Daily Revenue	**825,715**	**977,496**
Baker	275,663	326,335
Wilson	22,047	26,100
Fountain	-	-
Neeve	-	-

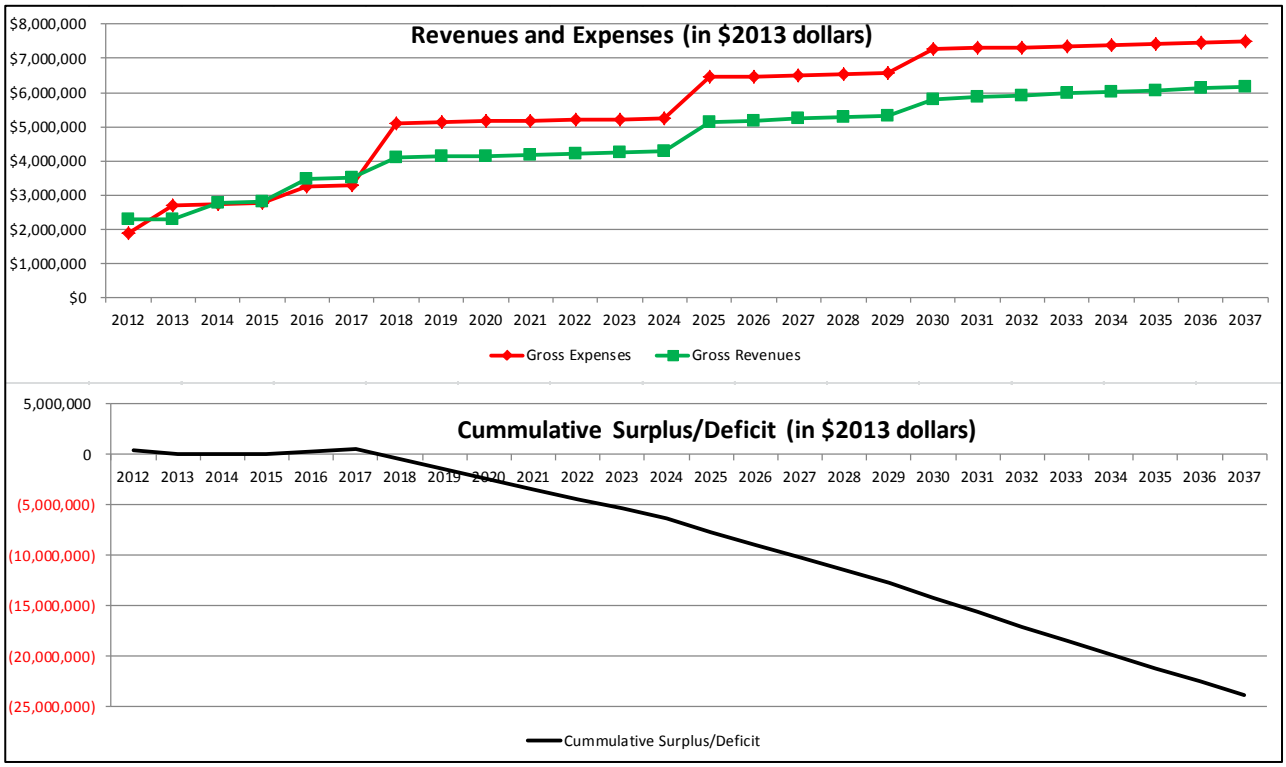
Exhibit 6.19: Operating Costs per Space – For Redevelopment Lofts

Expense per space	2010	2012
Baker	800	849
Wilson	425	451
Fountain	100	106
Neeve	350	371

The resulting financial forecast for the scenario introducing 1,500 new off-street spaces is presented as Exhibit 6.20. Other than the new revenues discussed above, and new revenues from additional spaces, no additional revenues are assumed for this scenario. Essentially, this scenario would result in a significant deficit for the parking system starting in 2018 when the second structure is added.

The key message from this scenario is that with the construction of four new parking structures and no new revenue sources, annual expenses would exceed revenues by approximately $1 million in 2018, increasing to $1.5 million in 2030. Over time, this would translate into a cumulative subsidy of approximately $25 million by 2037.

Exhibit 6.20: Financial Projection - New Off-Street Parking



Provision of New Off-Street Parking with Paid On-Street Parking

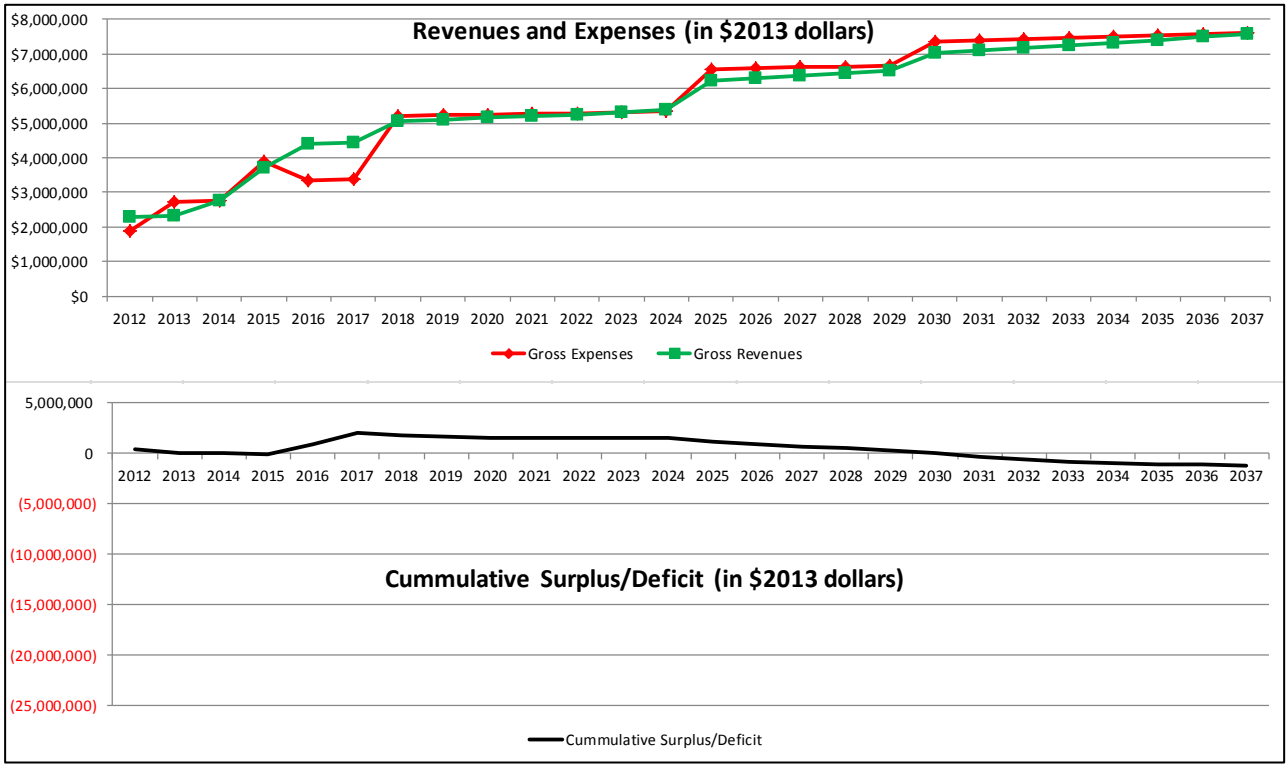
Since the previous scenario showed that without significant additional revenue, the system will operate in a constant state of deficit, an additional scenario was prepared that includes the reintroduction of paid on-street parking.

This scenario includes all assumptions made in the previous sections plus the following:

- Paid on-street parking is reintroduced in 2015.
- A $1,000,000 capital cost associated with the reintroduction of paid on-street parking.
- A $100,000 per year operating cost associated with the reintroduction of paid on-street parking.
- $1,000,000 of new revenue generated from paid on-street parking per year, increasing by 2% per year due to increasing paid parking rates.

Based on these assumptions, Exhibit 6.21 shows the financial projection for this scenario. This shows that the system could be financially sustainable with revenues more or less covering annual operating costs and debt servicing of the structures. A positive cash-flow scenario could be achieved if on-street prices were increased such that more than $1 million per year was generated.

Exhibit 6.21: Financial Projection - New Structures with Paid On-Street Parking



Recommended Actions

Based on the analysis presented in this section, the cost of adding new parking at the scale that it has been shown to be required in the PMP is not possible without significant additional funding sources. The analysis shows that in order to ensure that the parking system does not operate in deficit, additional funding of approximately $1.0- $1.5 million will be required per year. This could be made up of a combination of on-street parking revenues as well as City payment of employee permits.

Based on the evaluation of options, it is recommended that the City move toward a financial structuring that assures that the parking system is self-supportive, both with respect to operating expenses, as well as capital costs.

7. Implementation Plan

Exhibit 7.1 summarizes the recommended actions for the City of Guelph detailed in Section 6 of this Parking Master Plan. The exhibit identifies the implementation time frame and financial implications for each action.

Exhibit 7.1: Summary of Recommended Actions

RECOMMENDED ACTION		TIME FRAME	FINANCIAL IMPLICATIONS
Downtown On-Street Parking Management			
Reintroduce paid on-street parking		1-2 years	$5,000 (signage)
Install automated payment technology		1-2 years	$10,000 per payment machine
Expand on-street paid-parking area, including south of the train tracks as area becomes more urbanized		3-5 years	-
On-Street Parking Supply			
Add on-street parking to select streets			
Redesign to angled parking			
Allow parking in loading zones during off-peak hours			
Remove parking space markings			
Off-Street Parking Management			
Install automated payment technology in off-street lots with hourly pay parking		1-2 years	$10,000 per payment machine
Implement new wayfinding and signage across downtown area		1-2 years	$7,500 (signage and maps)
Encourage more sustainable modes of travel to reduce parking demand.	Install secure bicycle parking	1-2 years	$10,000 per location
	Install electric vehicle charging stations	3-5 years	$1,500 per charging station
	Reserve parking spaces for carpool vehicles	1-2 years	$500 per space
	Reserve parking spaces for car-sharing vehicles	1-2 years	$500 per space
Off-Street Parking Supply			
Provide public parking on redeveloped lots		As possible	To be determined
On-Street Parking on Primarily Residential Streets			
Enhance Time-Exempt and Overnight Permit programs	Establish parking restriction process with resident consultation on a street-by-street basis	1-2 years	Changes in operating costs
	Allow permit-only streets/blocks	1-2 years	$500 (signage)

Exhibit 7.1: Summary of Recommended Actions (Continued)

RECOMMENDED ACTION		TIME FRAME	FINANCIAL IMPLICATIONS
	Expand eligibility to residents and non-resident users, and establish priority system	1-2 years	Changes in operating costs
	Change resident-permit application eligibility criteria	1-2 years	Changes in operating costs
	Update permit rates	1-2 years	Net effect: lower rates, higher demand
	Provide visitor or temporary parking permits	1-2 years	Additional revenues
Zoning By-law			
Update Zoning By-law to establish different rates for zones south of the train tracks within the Downtown Guelph Secondary Plan area		1-2 years	Operating Costs
Update Zoning By-law to include flexible parking strategies		1-2 years	Included in above
Parking Governance			
Transition to a Parking Enterprise System		3-5 years	To be determined
Financial Sustainability			
Transition to a model where parking operates sustainably, ensuring that revenues are reserved to cover both operational an future capital costs			

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Guelph Parking Master Plan
TO-33449

APPENDIX A – SUMMARY OF RELEVANT BACKGROUND DOCUMENTS

September, 2014

Downtown Guelph Secondary Plan

In 2010, the *Downtown Guelph Secondary* Plan was completed and it described the long-term vision and principles for downtown and proposed policies and guidelines. The document was prepared to ensure that downtown Guelph remains as a thriving urban centre in support growth projections from the Province's *Places to Grow* program and other City policy developments.

This document contains policy direction for the future development of the downtown including a vision of how parking should develop. The report recommends that the City remains as a primary provider of off-street parking while reducing the amount of surface parking in the core instead providing structured parking.

The results and recommendations of this study heavily informed the direction of the PMP, ensuring all recommendations are in agreement with those of the Secondary Plan and ensuring that parking continues to support economic development in the city. This study is addressed in more detail in Section 3.1.

The City of Guelph 2010 Annual Parking Report

This report prepared in 2011 provides a statistical overview of both on-street and off-street parking in downtown Guelph in 2010. This report provides occupational and financial data for the off-street parking lots as well as permit based, on-street parking.

The study evaluates existing parking supply and demand as well as revenues such as permit sales and parking tickets and fines. The report was used to assess existing conditions financially and also the utilization of municipal off-street lots.

The New Guelph Main Library - Building Program and Functional Plan

This plan, developed in 2012, outlines details of the City of Guelph's plan to develop a new Main Library for the Guelph Public Library system. The *New Guelph Main Library – Building Program and Function Plan* envisions how the library will be developed as a component of the council approved Baker Street Development Plan displacing the existing surface parking lot and creating a mixed-use development with the library as well as 200-300 unit residential building. This report states that the library floor area will be approximately 65,000 square feet.

The plan includes discussion of parking requirements for the library in downtown Guelph. The report describes an "expected parking need of 240 - 257 parking spaces" for the new library facility alone (1 space per 350-375 square feet).The report also states that the City is to provide the parking for the library uses and also additional public parking for downtown. The residential component will supply its own parking. Since the completion of this plan building statistics have been revised and are addressed in other studies such as the draft *Downtown Guelph Strategic Assessment*, described below.

The City of Guelph Zoning By-law

The City of Guelph Zoning By-law 14864 was adopted by Guelph City Council on June 19, 1995 and contains all the parking requirements for new developments in Guelph. The Zoning By-law also specifies the specific requirements for developments in the central business district (CBD.1) that covers most of the historic downtown area.

The parking requirements contained Zoning By-law were assessed to determine if they are conducive to encouraging the type of development envisioned by the various policy documents and strategies. It was especially important to compare the way that different areas in the downtown and periphery are zoned to determine if the Zoning By-law is supportive of the policy direction described in the *Downtown Guelph Secondary Plan*. The Zoning By-law is addressed in more detail in Section 3.1.

Previous Parking Studies

The City of Guelph has conducted several parking studies in the past. The more recent ones are described below.

2004 Downtown Guelph Parking Study

In order to address the perceived parking shortfall in downtown Guelph, LEA Consulting prepared the *Downtown Guelph Parking Study* in 2004 to assess the need for additional parking and to evaluate potential development sites for potential new parking facilities. The study compared the alternatives based on the following criteria: location, increased parking capacity, construction costs and urban design considerations. Based on these criteria, the study concluded that priority should be given to constructing a parking garage on the Baker Street site which currently is occupied by a surface parking lot.

Ultimately this structure was not built and the recommended site is currently being considered for the New Guelph Main Library as described above.

2007 Downtown Parking Strategy

Building on the 2004 study, the City of Guelph's *Downtown Parking Strategy,* prepared in 2007, recommended short-, medium- and long-term strategies to guide parking development in downtown Guelph. This strategy recommended going forward with a parking structure replacing the Wilson Lot, not the Baker Lot as had been recommended in the 2004 report, recognizing the potential for redevelopment on the Baker Lot. There was uncertainty in the long-term and recommendations were not made in this report other than to ensure that parking development and policies line up with enhancing the corporate strategic goals in the downtown as to be defined in the (then) future *Community Improvement Plan*.

Downtown Guelph Strategic Assessment - Draft

The *Downtown Guelph Strategic Assessment*, prepared by LiveWorkLearnPlay, is currently in draft form and addresses the future growth and revitalization of downtown Guelph, providing strategies to enhance the economic development potential of the downtown. The Strategic Assessment is being developed at the same time as this PMP and is intended to support the direction for downtown Guelph as defined in the *Downtown Guelph Secondary Plan* with a particular focus on the economic development.

The following outlines some of the key topics presented in the assessment:

- Improving connectivity and pedestrian flow
    - Specifically identifying parking lots as a barrier to pedestrian connection
- Increasing residential and employment density
- Increasing visitation and spending potential of downtown anchor uses
- Outlining the Baker Street redevelopment plans
    - 80,000 square feet of core library space
    - 115,000 square feet campus with 685 residence beds
    - 320 condo units
    - Rental residential
    - Restaurant
    - Research and innovation centre

Guelph Transit Growth Strategy and Plan and Mobility Services Review

The *Guelph Transit Growth Strategy Plan and Mobility Services* Review was prepared by Dillon Consulting 2010 and contains a comprehensive review of public transit in Guelph. The report presents the following vision to guide transportation planning for the future of Guelph: “Transit is the preferred transportation choice over the single occupant vehicle for residents, employees and visitors to Guelph”. The report also addresses the new multi-modal transportation terminal, introduction of GO Train service support of other initiatives and policies related to providing transit in Guelph.

The City’s vision is that encouraging higher transit use will continue to be a priority and to support this vision the following recommendations are made in the report:

- Increased service where appropriate
- Increased routing and service flexibility to allow faster response to changes in rider behaviour
- Higher-order transit on key corridors

Other Documents Reviewed

Several other documents were received for background information and consideration in this study, including:

- 2008 City of Guelph Development Charge Background Study
- Permit fees for lots and on-street parking
- Permit listing (available and issued)
- Historic and current financial information for the parking system

Guelph Parking Master Plan
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APPENDIX B – INDIVIDUALS INTERVIEWED FOR STAKEHOLDER CONSULTATION

September, 2014

Stakeholder Consultations

The following is a list of all individuals who were interviewed as a part of the stakeholder consultation process as well as the date of consultation.

February 13, 2013 (In Person)

- Lorenze Calcagno – Downtown Guelph Business Association
- Doug Godfrey – Manager, By-law Compliance and Security
- Lynn MacIntyre – Manager of Compensation and Benefits, HR
- Brad Coutts – Manager of Court Services
- Tom Lammer – Old Quebec Street Mall
- Marty Williams – Downtown Guelph Business Association
- Sarah Purton – Financial Planning and Budgets
- Rick Hoyle and Matt Newby – Guelph Storm
- Lisa Jones – Stone Store
- Bob Bell – Councillor
- Lloyd Longfield – Chamber of Commerce

February 14, 2013 (In Person)

- Chris Ahlers – Wyndham Art Supply
- Don Richardson – Shared Value Solutions Ltd.
- Anna Marie O'Connell – Supervisor Parking Facilities and Farmers' Market
- Colleen Clack – Manager, Arts, Culture and Entertainment
- Allister McIlveen – Manager, Traffic and Parking
- Doug Minett – Bookshelf Café
- Nancy Giovanelli – Macondo Books
- Barbara Turley MacIntyre – The Co-operators Group Ltd.
- Vlad Blagovchanin – Milan Lesic
- Jim Furfaro – Councillor
- Derek McCaughan – Director of Operations, Transit and Emergency Services

February 21, 2013 (Phone)

- Ian Findlay – Councillor
- Dorota Lukomska – Downtown Neighbourhood Associateion
- Brenda Ahern – Stone Store

February 22, 2013 (Phone)

- Loretta Alonzo – City Auditor
- Ian Panabaker – City Planning
- Christine Carbone – County of Wellington
- Rich Grau – Sleeman Centre

February 27, 2013 (Phone)

- Jason Ashdown – Skyline

February 28, 2013 (Phone)

- Karen Farbridge – Mayor

March 5, 2013 (Phone)

- Ann Pappert – CAO, City of Guelph

ATTACHMENT #2

PARKING MASTER PLAN
DOWNTOWN GUELPH

Through the Places to Grow Act the Province of Ontario requires increased population density for communities including Guelph. As well, over the next 16 years the number of people who work and live downtown will double from 8,000 to about 16,000 people and jobs and as a result there is a need to plan to have sufficient parking for people living, working and visiting downtown.

Public parking infrastructure downtown has not increased since 1983 when Guelph had a population of 70,000 and as a result, on-street parking and parking lots in the downtown core are at capacity. To accommodate downtown population and employment growth targets, an additional 1,300 to 1,700 parking spaces are needed by 2031. These new parking spaces will be created by replacing downtown parking lots with a series of parkades, starting with 350 new stalls (anticipated to be the Wilson Street parking lot) and followed by 250 new stalls (anticipated to be the Neeve Street parking lot).

The current public parking system relies on a mix of revenues

- Long-term permit holders, daily and short-term parkers, and tax support contribute to the system
- On-street parking does not generate revenue and its enforcement is paid through a cost-recovery from tickets issued

PROJECT TIMELINE

(activities to date)

2013
- Data collection
- Community engagement

2014
- Background study report
- Financial strategy development

2015
- Financial strategy development
- Council workshop
- Community engagement/survey

NEXT STEPS
- Refine financial analysis and implementation plan
- Present report to Council recommending a financial model to build downtown parking infrastructure

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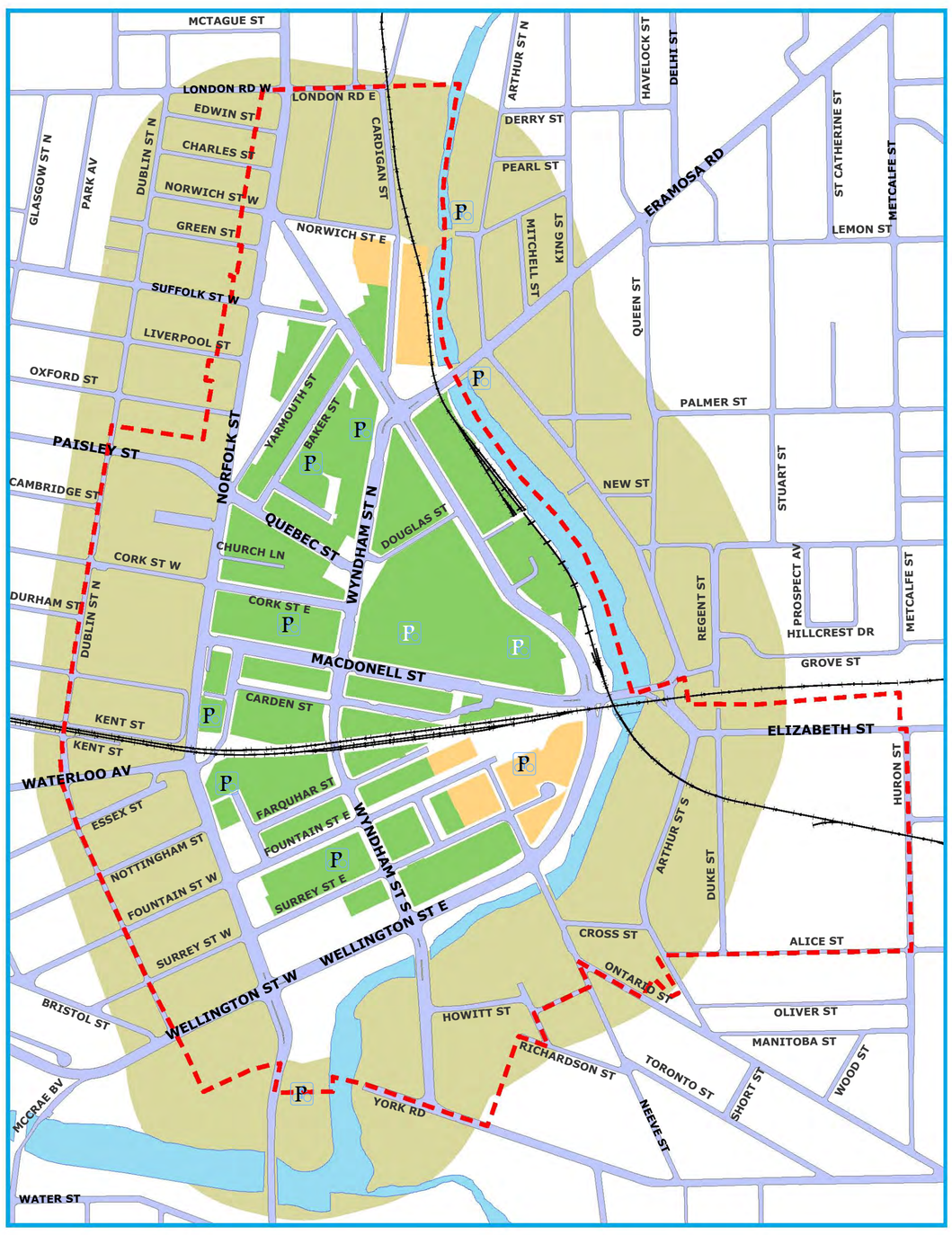
PARKING MASTER PLAN
DOWNTOWN GUELPH

PROJECT SCOPE

2015 PARKING



ZONING

- CBD1 - Downtown System
- CBD2 - Parking Required Onsite
- Downtown Secondary Plan
- Periphery to Downtown
- River
- Public Parkades
- Public Surface Lots

Public parkades	Spaces
East	330
West	531
Total structured	**861**
Public surface lots	
Total surface	**917**
Combined (parkades and surface lots)	**1,778**

FUTURE PARKING NEEDS

By 2031 the downtown is being planned to support:

- 8,000 people (4x more)
- 8,000 jobs (30% more)

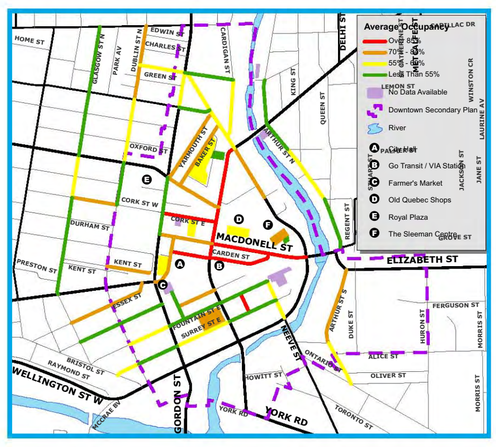
~1,500 new parking spaces are required by 2031:

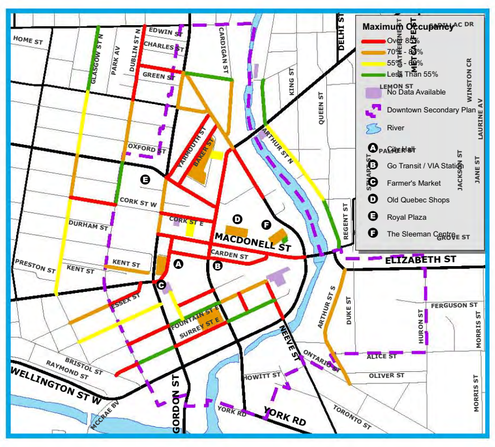
- Assumes some shift to transit, walking and cycling
- Addresses current unmet parking needs
- Positions City for redevelopment of surface parking lots
- Required to increase economic activity
- Pooled parking to supplement private development supply to support urban form
- Assumes maximization of on-street parking supply

Sufficient reserves required to support replacement at end of service life and to leverage infrastructure needs to support additional business development opportunities.

CURRENT CAPACITY

- On-street parking in core areas at capacity
- Off-street supply at capacity during the daytime (~150 person waiting list)
- Daytime and event parking spillover to adjacent neighbourhoods a consistent community issue
- Parking turnover is occurring in core, however observations and public feedback suggest some vehicles are circumventing 2-hour limit
- Insufficient surplus available to support economic development, required intensification and the objectives of the Downtown Secondary Growth Plan





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DOWNTOWN GUELPH

To address Guelph's parking needs, the City will need to build new capacity, maintain existing parking infrastructure, create supportive policy, and plan for future requirements.

WHAT'S NEEDED

- Parking for people visiting the downtown core
- Parking for people living/working downtown
- Parking for downtown property and business owners
- Parking management in the downtown periphery

Element	Recommendations
Capacity	• Plan four (4) new shared parking facilities (min 250 net gain of publicly accessible spaces each) • Integrate shared parking projects into new development where possible • Require portion of parking in new developments to be publicly accessible
Governance	• Plan to address governance of parking function to position services for additional capacity and business development

On-street parking management	• On-street parking:
	  • Determine best way to maintain short-term turnover
	  • Enhance customer service and enforcement i.e., increase flexibly through technology
	  • Increases revenue to make system improvements
	• Maximize on-street inventory on existing streets and in growth areas

Downtown periphery parking	• Introduce on-street permit system in adjacent neighbourhoods:
	  • Rationalize (make consistent) parking signage and policies
	  • Improve clarity around permit programs and include in on-line info
	  • Expand and promote daytime permit program for non-residential users
	  • Consider lower fee for overnight residential permits
	• Enhance enforcement

Zoning direction	• Align Zoning By-law regulations over Downtown Secondary Plan area to reflect urban built-form standards:
	  • Rationalize policies and approaches to embed into updated zoning regulations
	  • Consider minimum and maximum parking standards for all uses
	  • Introduce adjustment factors for shared parking, TDM, bike parking, etc.
	  • Introduce off-site parking option (allowing developer to secure private or municipal parking off-site)
	  • Review and update on-street operations where land-use objectives have been upgraded (change areas)

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DOWNTOWN GUELPH

FINANCIAL SCENARIOS AND CONSIDERATIONS

	City budget			User pay budgets						
	City contribution (tax base)	Tax burden per $ 300k household value	% of total parking budget	Downtown monthly parking permits and daily rates	% of total parking budget	Downtown paid on-street parking	% of total parking budget	Downtown periphery parking permits	% of total parking budget	Staff comments
Current system	$1.5M	$23	48%	Monthly: $58-$81 Daily: $1.75/hr $15.50 max.	52%	Free downtown on-street parking	0%	N/A	0%	Current system is split between City and Downtown permit contributions; no funds available to build new parking infrastructure.
Scenario 1: Increase City contribution, keep current user pay rates, free on-street parking.	$4.04M	$61 (up $38)	65%	Monthly: $58-81 Daily: $1.75/hr $15.50 max.	35%	Free downtown on-street parking	0%	N/A	0%	New parking infrastructure built without increasing user rates. This scenario has the largest tax implications.
Scenario 2: Increase City contribution and user pay rates; introduce periphery parking permits; keep free on-street parking.	$3.2M	$48 (up $25)	51%	Monthly: $105-125 Daily: $14	48%	Free downtown on-street parking	0%	$65k (nominal amount)	1%	Setting the City contribution to over 50% allows free on-street parking to be maintained. This scenario has a large tax implication.
Scenario 3: Blended model introduces paid on-street parking and downtown periphery parking permits.	$1.9M	$29 (up $6)	29%	Monthly: $120-160 Daily: $14	54%	$1.75/hr	16%	$65k (nominal amount)	1%	Blended scenario introduces on-street paid parking, downtown periphery parking permits and balances user-pay with City contribution.
Scenario 4: User pay model reduces City contribution, increases user rates and introduces paid on-street parking and downtown periphery parking permits.	$0.8M	$12 (down $11)	12%	Monthly: $123-$175 Daily: $25	59%	$3.25/hr	28%	$65k (nominal amount)	1%	User pay scenario reduces City contribution and has largest implication on user rates. The downtown business community has expressed concern that this model may deter people from parking downtown and negatively affect downtown business sustainability.

PARKING SYSTEM FINANCIAL MODEL: Revenue allocation scenarios

Notes:

- Assumptions:
  - 2 parkades over ten years at $40k per space
  - Enforcement fines brought into Parking unit
  - City staff parking paid at market rates
  - Reserves being created to address long-term sustainability
- Scenario #4 continues to have City contribution based on staff parking and enforcement fines transfer
- Daily parking rate goes down with introduction of on-street fees to encourage lot use

CONSIDERATIONS

Challenges in balancing competing interests in the system:

- Downtown employers rely on a robust parking supply with competitive rates to maintain and attract employees.
- The on-street spaces are seen as part of the customer service relationships for ground floor enterprises.
- Enforcement needs to be effective but not a deterrent to access
- Adjacent neighbourhoods are impacted but also are a source of capacity for the downtown area
- Expectations on low or free rates puts investment burden back to the larger community

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PARKING MASTER PLAN
DOWNTOWN GUELPH

PROPOSED PARKING STRATEGIES AND SURVEY

The City of Guelph wants to create a parking strategy that leverages several revenue streams to:

- Build two new parkades (first is anticipated to be on the current Wilson parking lot, and the second anticipated to be on the Neeve parking lot);
- Maintain existing and new parking infrastructure;
- Create a reserve fund that can be leveraged to replace the East and West parkades at end of service life as well as enable future opportunities and parking infrastructure requirements; and
- Enable economic development and growth in downtown Guelph.

In order to deliver the above requirements the City has started to model several financial options. Through the survey the City is looking to better understand your preferences with respect to potential funding ranging from a user pay emphasis to more of a distributed or blended type of funding strategy between tax supported and user pay supported system.

Your feedback will be used to create a financial strategy for parking infrastructure in Guelph's downtown.

TAKE THE SURVEY NOW

Grab a hard copy or
visit **guelph.ca/parkingsurvey**.

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ATTACHMENT #3

PARKING MASTER PLAN OPEN HOUSE

Parking impacts all Guelph residents and is an important factor in growing and developing our city.

In late 2012, the City initiated a Parking Master Plan project to focus on Guelph's downtown and surrounding areas in an effort to improve parking. By 2031, the number of people who work and live downtown will double from 8,000 to about 16,000.

To address Guelph's parking needs, the City will need to build new capacity, maintain existing parking infrastructure, create supportive policy, and plan for future requirements.

The City is seeking public input on four possible funding scenarios. The scenarios—developed by staff using consultant recommendations and information gathered at public meetings in 2013—have the potential to fund existing and future parking needs in Guelph's downtown.

You are invited to attend one of the following open houses to learn more about the project and tell us what you think about the proposed financial scenarios.

Thursday, September 10
2–4 p.m. or **6–8 p.m.**
West End Community Centre
21 Imperial Road South

Friday, September 11
2–4 p.m. or **6–8 p.m.**
City Hall
1 Carden Street

Monday, September 14
2–4 p.m. or **6–8 p.m.**
Clair Road Emergency Services Centre
160 Clair Road West

Tuesday, September 15
2–8 p.m.
Stone Road Mall
435 Stone Road West

Wednesday, September 16
2–4 p.m. or 6–8 p.m.
Victoria Road Recreation Centre
151 Victoria Road

Friday, September 18
5–8 p.m.
Evergreen Seniors Community Centre
683 Woolwich Street

HAVE YOUR SAY NOW!

Provide feedback via an online survey at **guelph.ca/parkingsurvey**. Through the Parking Master Plan survey the City is looking to better understand your preferences with respect to potential funding ranging from a user pay emphasis to more of a distributed or blended type of funding strategy between tax supported and a user pay supported system. Your feedback will be used to create a financial strategy for parking infrastructure in Guelph's downtown.

FOR MORE INFORMATION

Cameron Walsh, Project Director
Office of the Chief Administrative Officer
519-822-1260 x 2462
cameron.walsh@guelph.ca

CITY OF Guelph
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Parking Survey Report

By:

October 6th 2015

Table of Contents

Methodology & Logistics

Overview

⇒ The following represents the findings from a public input surveys completed by a total of n=448 City of Guelph residents.

⇒ A series of public input sessions were held throughout the community in September 2015 after which residents were invited to complete a paper copy survey form or to complete it online.

Logistics

⇒ Surveys were completed between the days of September 4th and September 27th 2015.

⇒ Surveys were completed at the respondent's choice of either a written paper survey format or online using a web CAWI (Computer Assisted Web Interviewing) version.

⇒ Paper copies were provided back to Oraclepoll by the City for inputting in SPSS, coding and cleaning.

⇒ For the CAWI component the survey was available on the City's website in an open link format.

Study Sample

⇒ A total of n=448 surveys were completed.

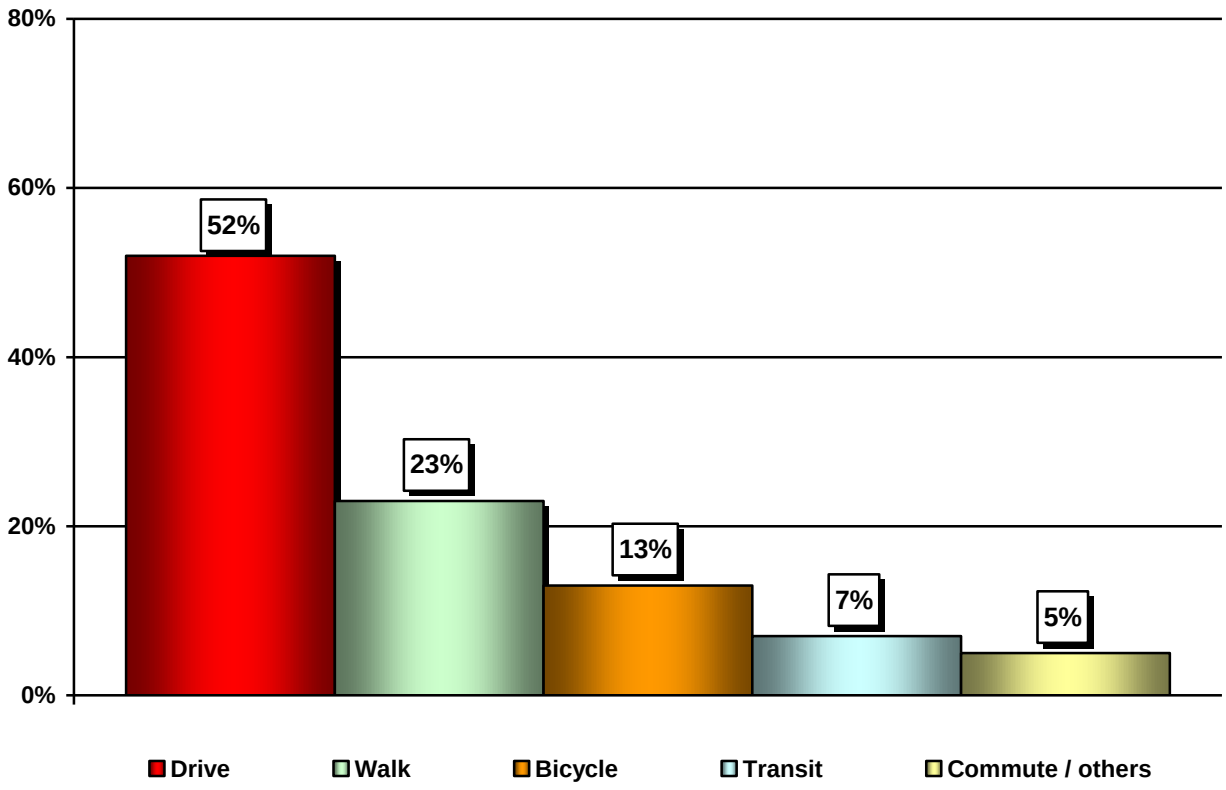
- N=385 or 85% were completed online through the CAWI link.
- N=63% or 14% were completed using the written paper survey method.

Report Findings

METHODS OF TRAVEL

Respondents were first asked in a question allowing for **multiple responses about their primary methods of transportation for getting around the City of Guelph**.

Q1. What are your primary methods of transportation for getting around the city?



When combining the results from the multiple responses 52% involved driving, 23% walking, 13% cycling, 7% taking public transit and 5% commuting with others.

With respect to driving, a total of n=416 out of n=448 or 93% of those completing surveys mentioned this method of transportation.

RELATIONSHIP WITH DOWNTOWN

Respondents were then questioned about **their relationship with the downtown in an indicator that once again allowed for multiple responses**.

Q2. Check all that apply as they relate to you and the downtown.

		Responses	
		N	Percent
	I live in/visit downtown Guelph	295	25%
	I am a downtown business owner	28	2%
	I work in downtown Guelph	152	13%
	I get services/shop/entertainment in downtown Guelph	356	31%
	I visit city facilities (Library/City Hall/River Run Centre/Sleeman Centre)	319	27%
	I never go to downtown Guelph	11	1%
Total		**1161**	**100%**

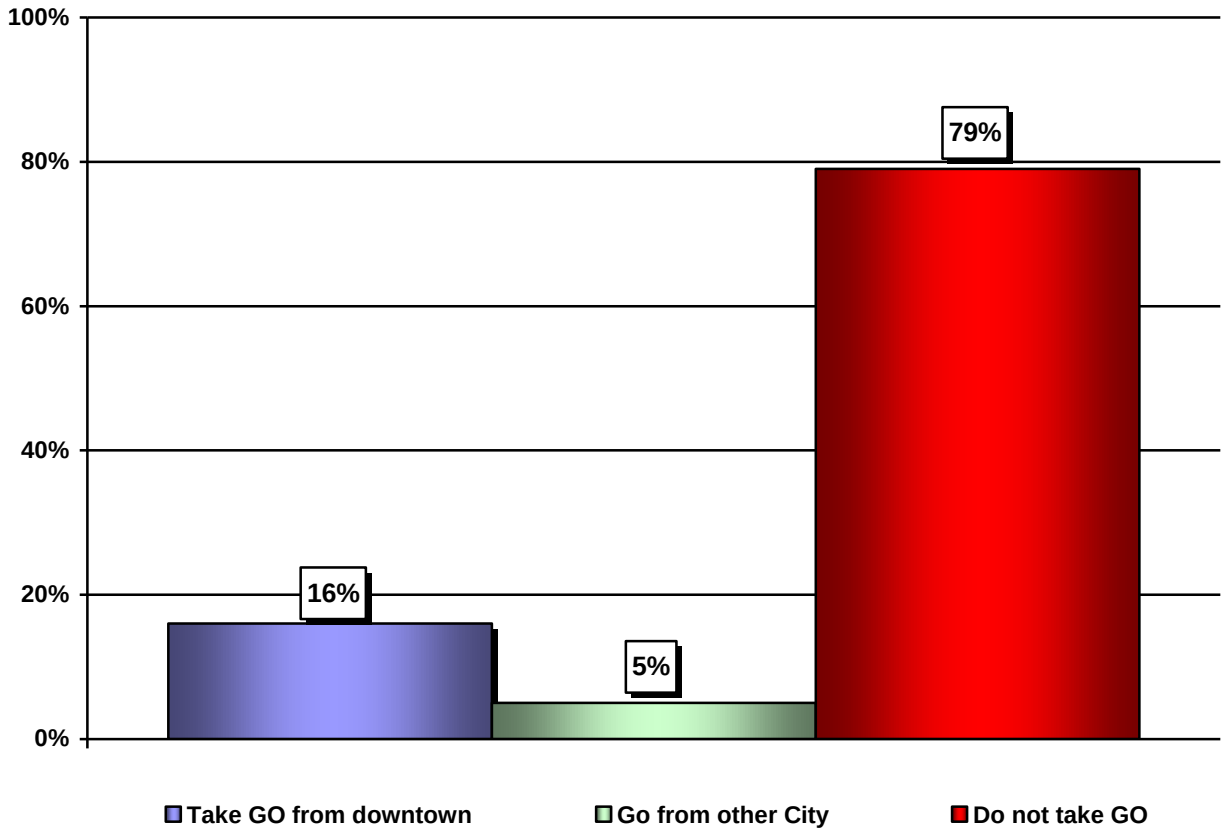
Most of those completing questionnaires get services in the downtown (31%), visit City facilities (27%) and live in or visit downtown Guelph.

Only n=11 or 1% of respondents said that they never go to the downtown. When they were then asked **why they never go downtown**, n=6 cited parking difficulties, n=4 that there is nothing of interest in the downtown and n=1 had no comment.

GO TRANSIT

Respondents were asked **two indicators related to Go Transit** starting with a usage question.

Q4. Do you take GO Transit from downtown Guelph, from another City, or not at all?



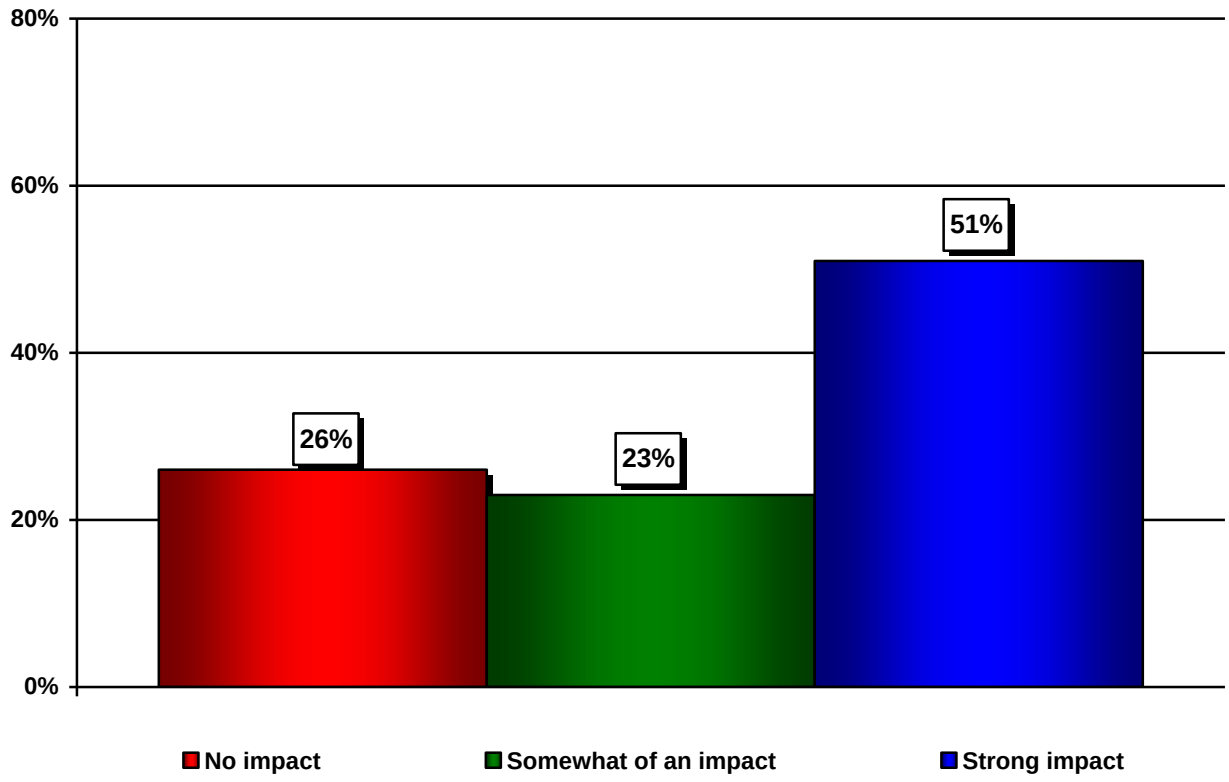
A total of 16% said that they take GO Transit from the downtown, 5% from another City, while most or 79% do not take it at all. Those most likely to take GO from the downtown are younger (18 to 34 = 24%) and older (65 or older = 25%) residents, lower income earners in the under $30,000 cohort (40%) and newer residents living in the community for five years or less (27%).

Next residents were asked **if available permit parking downtown near the downtown Guelph Central station would make them more likely to use GO transit**. There were 17% that said yes it would make them more likely to use GO, 61% claimed it would not influence them and 22% did not know or were unsure.

FREE ON STREET PARKING

A question was asked about the **impact of free on street parking on their decision to go downtown**.

Q6. The City of Guelph offers two hours of free on-street parking in the downtown core. What impact does free on-street parking have on your decision to go downtown?

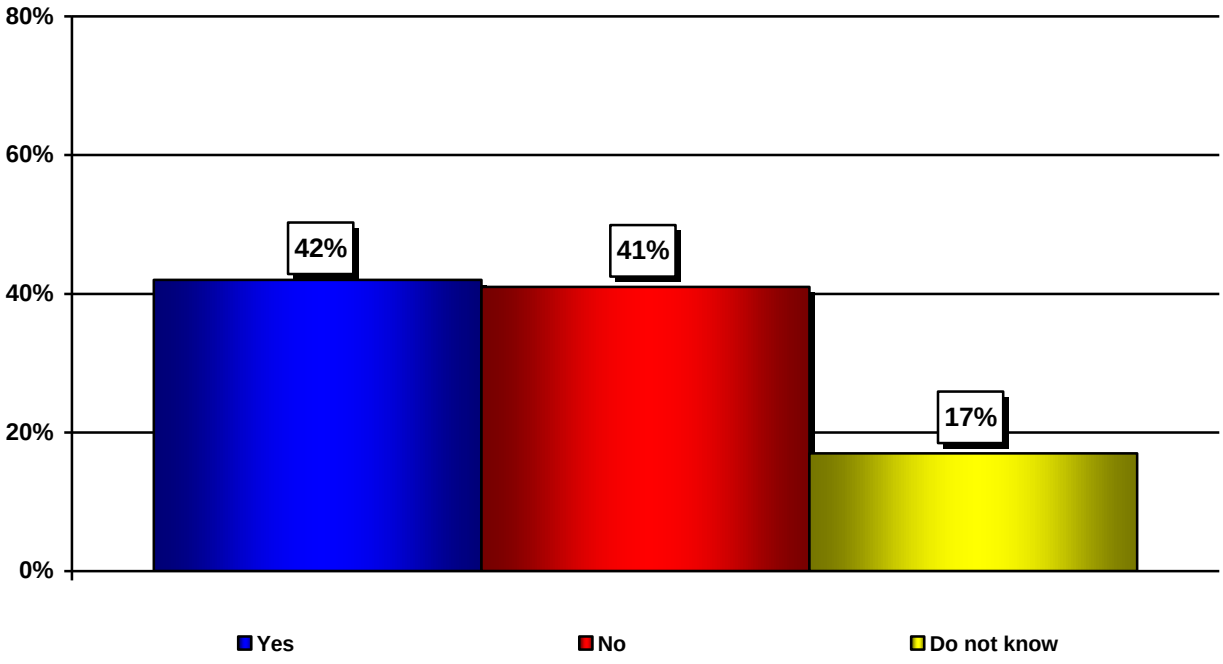


Free parking appears to be having an impact on the decision of residents to visit downtown as 74% said it has a strong impact (51%) or somewhat of an impact (23%), while only 26% claimed it has no impact. Those most inclined to say no impact were males (31%), older residents 65+ (32%) and non Guelph residents (40%).

WILLINGNESS TO PAY

Next a question was asked about the **willingness to pay for a downtown parking if there were convenient spots available**.

Q7. Would you be willing to pay for parking downtown if it meant you could find a convenient on – street parking spot?



There was a split of opinion on the issue with 42% being willing to pay and 41% not willing, while 17% were unsure. Older residents 65+ are more likley to pay (61%) compared to younger ones 18 to 34 (30%), as were more males (49%) in relation to females (38%), while only 30% in the lowest income category (under $30,000) would be inclined to pay.

VISITING THE DOWNTOWN & PARKING

Those surveyed were presented with a **series of areas or reasons for going downtown and were asked how they get to their destination and where they park when driving**.

Q8. When you go downtown Guelph for each of the following, how do you typically get there and where do you park when you drive?

	Not applicable	Drive / on street parking	Drive/ parking lots downtown	Drive parking periphery	Other methods
When I go home or visit friends downtown	37%	29%	10%	4%	20%
When I go downtown for services, to shop or for entertainment	4%	59%	16%	2%	19%
When I take the GO train from downtown	75%	2%	5%	<1%	18%
When I go to the Library	35%	17%	20%	5%	23%
When I go to the River Run Centre / Sleeman Centre	18%	18%	36%	6%	23%
When I go to City Hall	24%	41%	9%	3%	23%
When I go for any other reasons	8%	52%	15%	3%	22%
When I go to work downtown	59%	8%	14%	6%	13%

On street parking is the preferred choice especially when going downtown for services (59%), going for other reasons (52%), visiting City Hall (41%) and then visiting friends (29%). Downtown Parking lots are most utilized for attending the River Run Sleeman Centre (36%), next followed by going to the library. A low percentage named driving and using peripheral parking.

PARKING AVAILABILITY & FREE TWO HOUR PARKING

In another question (Q8), respondents were asked about **what happens when they can not find a parking spot near their downtown destination**. Presented with a series of choices and allowing for multiple responses, 36% said that they look for parking on another street and walk to their destination, 26% look for parking at a lot or parkade and walk to where they are going, 15% go somewhere else in the City, 14% park in the periphery and 8% come back later.

A series of statements were presented to respondents and they were asked to select which one best **represents their opinion on current two hour free parking**.

Q10. What of the following statements best represents your opinion on existing downtown 2-hour free parking (Monday to Saturday 9am to 9pm)?

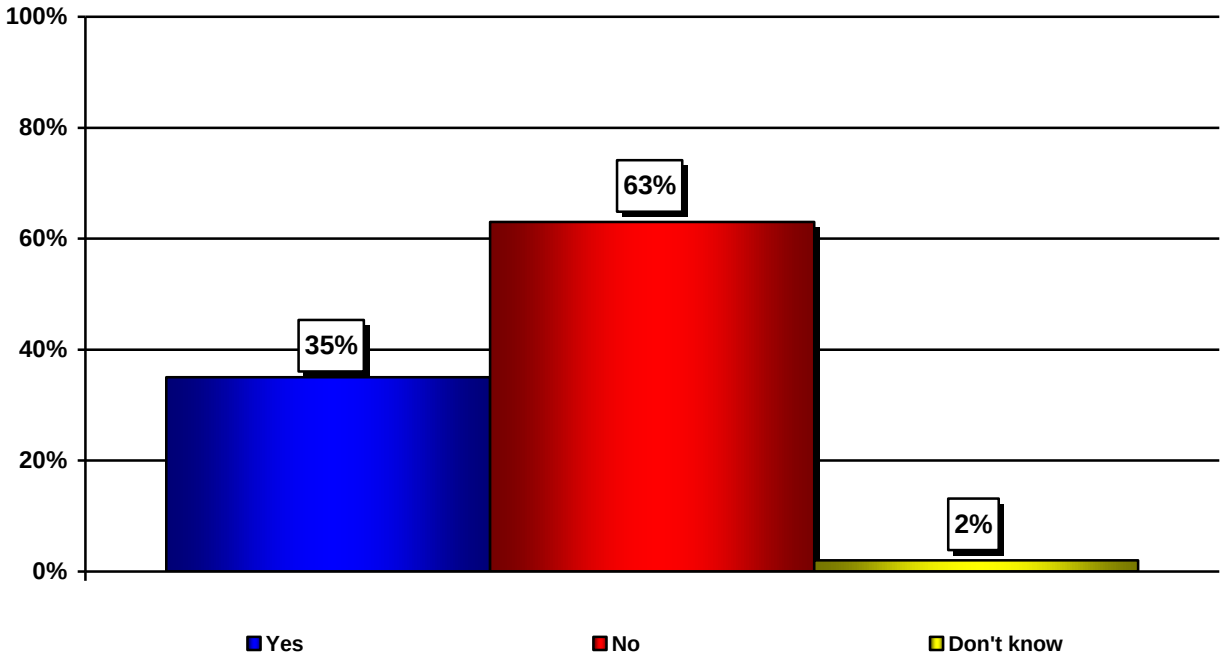
		Percent
	It works well and meets my needs	40%
	It works fairly well but could be improved by providing for longer parking period	18%
	I can never find an available parking spot	29%
	It needs better enforcement. People occupy parking spaces for too long	12%
	Do not know	2%
	Total	100%

A total of four in ten or 40% are of the opinion that current two hour free parking works well meeting their needs and 18% feel that it works well but could benefit from having longer parking periods. Availability was an issue from 41% with 29% claiming that they can not find a spot and 12% that better enforcement is required as spaces are taken up for too long.

DAYTIME ON STREET PERMIT PARKING

Respondents were asked if they **support a paid system for daytime on street parking in peripheral neighbourhoods**.

Q11. Would you support a paid system for daytime on-street permit parking in the downtown periphery neighbourhoods?



Only slightly more than a third of residents or 35% support a support a paid system for daytime on street parking in peripheral neighbourhoods.

In a follow up question (Q12) respondnets were presented with **two options to choose from in the event daytime on street permit parking were introduced in periphery neighbourhoods**. The most selected option by 64% was having a paid system for residents as well as other parking users, while 13% support a paid system for residents only, while 13% were unsure.

PARKING INFRASTRUCTURE

In an open ended question, those completing surveys were asked about **what percentage each of taxes, permits and on street paid parking should contribute.**

Q13. What percentage should each of the following contribute for parking infrastructure?

	0%	1-25%	26-50%	51-75%	76-100%	MEAN SCORE
Taxes	16%	27%	30%	12%	15%	***39%***
Parking permits	9%	30%	47%	10%	5%	***36%***
On street paid parking	20%	40%	36%	3%	2%	***25%***

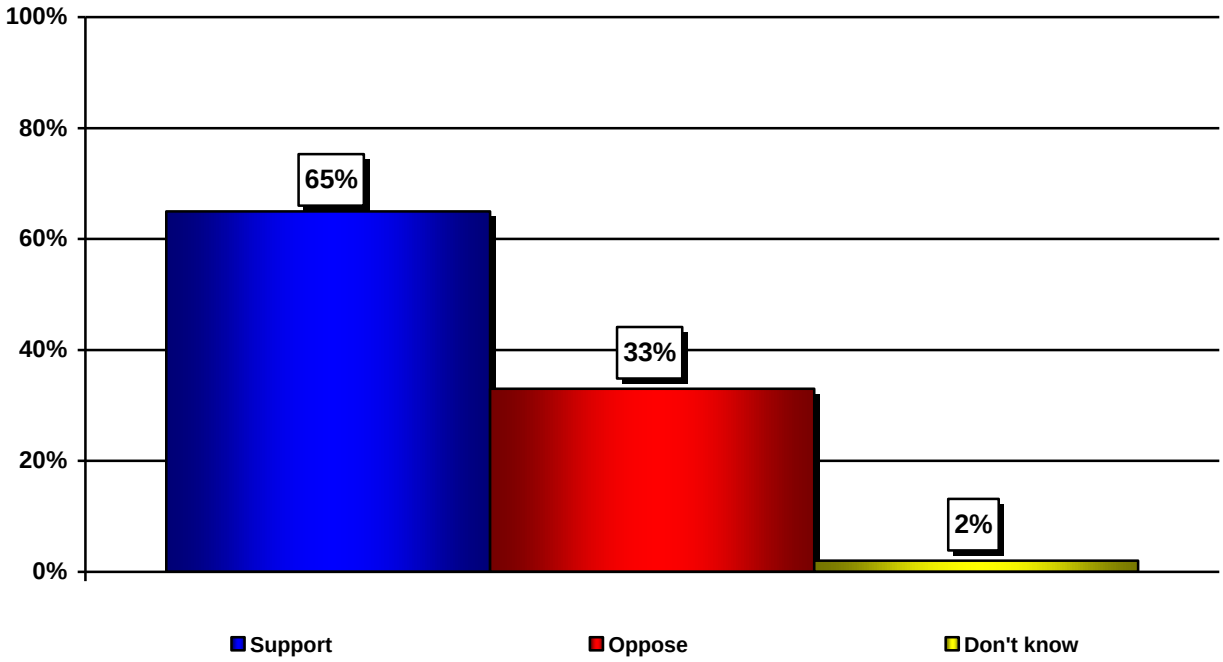
(The table excludes results of no answer provided or refusals)

Taxes scored the highest in terms of a mean score (39%), followed by parking permits (36%), while on street parking was lowest at 25%. On street parking also had the highest percentage of those answering none or zero (20%) and of responses in the lowest quartile of 1% to 25% (40%).

PARKING STRATEGY

Respondents were asked if they **support or oppose a parking strategy where all residents contribute to the cost of parking infrastructure in the downtown**.

Q14. Would you support or oppose a parking strategy where everyone contributes to the cost of parking infrastructure in downtown Guelph (with tax dollars, parking permits and on-street paid parking)?

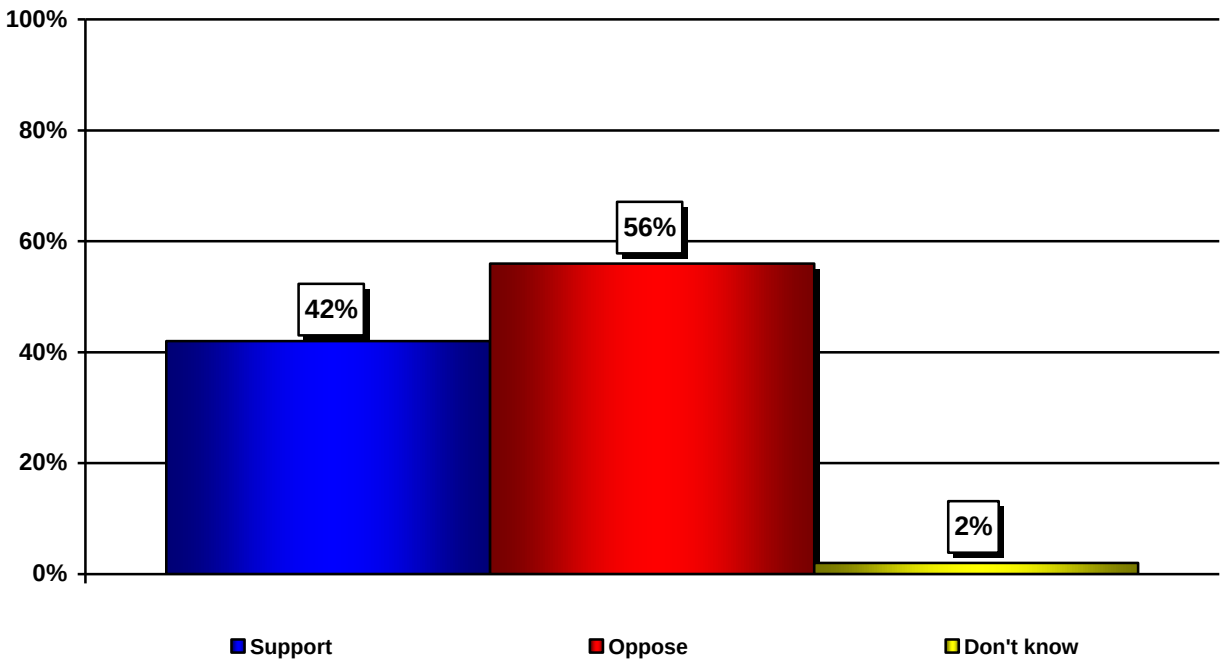


A majority of residents or 65% support a parking strategy where everyone contributes, through a combination of taxation, parking permits and paid on street parking.

PAY PER USE MODEL

Next respondents were questioned as to whether they **support or oppose a user pay model where tax dollars are NOT used to support parking infrastructure in the downtown**.

Q15. Would you support or oppose a user pay or model where tax dollars are not used to support parking infrastructure in downtown Guelph (where parkers would pay the cost)?



Only 42% back a user pay model where tax dollars are not used to support parking infrastructure, while 56% oppose such as model and 2% were unsure.

In a final open ended unaided question those surveyed were asked to provide any **comments or suggestions related to paying for parking infrastructure in Guelph** of which most or 55% had none. Among those with an opinion, 9% cited the need for more parking garages or parkades, 8% said that there needs to be more free parking including keeping the two hour limit, 3% oppose paid parking as it will hurt the downtown, 3% feel that residents should not have to pay to park and 3% that parking is too expensive and needs to be affordable. In addition, 2% cited each of the need for users to pay, that taxes are high enough and funds should come from existing municipal funds, that GO riders need free parking, that meters should be brought back and both residents and businesses should pay for new parking.

Summary

Among drivers and those that park downtown, GO Transit usage is low and having free parking would have a limited appeal in getting new riders.

Current free on street parking does appear to be a motivator for getting a significant percentage of residents or 74% to visit the downtown.

Results are almost evenly split on the issue of having to pay for parking even if it means finding a convenient spot (42% - yes & 41% - no).

While most feel that current on street parking is working well, there is a sense that the system is being abused, as at times it is difficult to find spaces and a result stronger enforcement is needed.

There is low support (35%) for a paid system for daytime on street parking in peripheral neighbourhoods. But in the event daytime on street permit parking was introduced in periphery neighbourhoods, a 64% majority want a paid system for residents as well as other parking users.

On the issue of paying for new parking infrastructure, having paid on street parking as a funding source was seen as being least favourable, compared to other revenue areas inlcuding taxation and parking permit sources.

In addition, most or 65% support a parking strategy where everyone contributes, this through a combination of taxation, parking permits and paid on street parking.

There is a feeling among most or 56% that some form of tax dollar input needs to be part of the parking infrastructure solution, while 42% do not.

Parking Master Plan (PMP)
Financial Strategy Development Draft Assumptions

Revision 7 (Updated 25-October-2015)

1. Current Condition

Element	Assumption/Comments
Current Downtown Parking Capacity	• 861 parkade spaces • 920 surface lot spaces • 560 on-street spaces, or 600,000 hours per year (2 hours free, once per day)
Parking Policy Considerations	• Monthly parking permit rates are based on demand and not linked to a corporate plan or policy • Parkades allocate 70% to monthly permits and 30% to daily users
City Staff Parking	• There are 207 spots allocated to City Hall employees (including POA, Sleeman Centre and River Run) and 134 spaces for Guelph Police in facilities that otherwise require payment and 83 parking spaces in facilities that do not require payment. • Currently, the City transfers $96,000 to the Parking department to compensate for the cost of staff parking. Based on today's rates, the actual transfer should be approx. $248,198
Current Utilization	• Utilization at all parking facilities ranges from 70%-90%+ based on 4 daily checks weekdays • Turnover is assumed to be 125% at all surface lots and parkades • There is currently 779 monthly permit passes at the parkades • There is currently 589 monthly surface lot permit passes at the surface lots • Approx. 180 people are on a waiting list for a monthly permit pass
Current Downtown Parking Operations Financial Assumption	• Annual compensation costs are approx. $720K/year for 5 full time staff, temp staff and contract staff that operate the pay booths (the contract staff expense will be reduced by $200K in 2016 as a result of the new automated ticket machines forecasted to be installed to all surface lots in 2016) • Winter and summer maintenance of the parkades and surface lots are $396K/year • Administrative costs that are incurred by other City departments (such as finance, IT and HR), that support the parking function but are not currently charged to parking, are estimated at $250K/year the purpose of this model • Capital maintenance costs for all downtown parking facilities average $1.2M per year • Parking enforcement costs (currently incurred by Bylaw) are not currently charged to parking, but an estimated chargeback of $250K/year (equal to the estimated fine revenue from the downtown) has been assumed for the purpose of this model • Property tax at the existing parking facilities is $325K/year • Approx. 100K is spent on purchased goods and services, $80K is spent on operating repairs and maintenance and $132K on utilities. • Revenues at the parkades and surface lots in the downtown were approx $1.76M in 2014 • The City transfers $96K/year for compensate for staff parking

Parking Master Plan (PMP)
Financial Strategy Development Draft Assumptions

2. Model Assumptions used for both Scenarios

Element	Assumption/Comment
Construction	• On-Street Parking meters to be installed in 2017 at a cost of $800K • The Wilson parkade will be constructed in 2016-17, at an estimated cost of $25,000-$40,000 per space, it will include 350 spaces and be in service by 2018 • The Neeve parkade will be constructed in 2018-19, at an estimated cost of $25,000-$40,000 per space, it will include 250 spaces, and be in service by 2020
Reserve Fund for Asset Management	• The parking strategy will build a capital reserve fund totalling $35M in 20 years to be used to replace City Parkades as needed • Contributions are as follows: o On-street operations will contribute $25K/year with an annual increase of 3% o East and West Parkade operations will contribute $300K/year with an annual increase of 3% o Wilson Parkade operations will contribute $425K/year with an annual increase of 3% o Neeve Parkade operations will contribute $425/year with an annual increase of 3% • The model assumes the fund will earn 2% interest per year
Utilization	• Wilson is assumed to sell 100% of the eligible monthly permits in year one, and increase 10% per year • Neeve is assumed to sell 50% of the eligible monthly permits at inception permit sales will increase 10% per year thereafter • On-Street meters are expected to generate approx. 600,000 paid hours per year • Lost revenue from current Wilson and Neeve lots have been factored into the revenue projections
Additional Revenue	• 25% of Parking fine revenue is derived from the downtown, therefore, downtown fine revenue and downtown enforcement costs will be factored into the parking model ($250K/year) • A new parking policy will be implemented to allow for monthly permit sales on residential streets near the downtown that is estimated to generate approx. $65K per annum to be escalated at 3%/year
Parking Expenditures	• An additional $15K/year in purchased services will be required to maintain/administer the on street parking machines • One additional full time employee is required for administration activities per parking structure • Winter and summer maintenance, purchased goods and services, property taxes and utility expenses have been allocated to the new parking structures based on average historical operating cost per space by expense type

Parking Master Plan (PMP)
Financial Strategy Development Draft Assumptions

	• Capital maintenance costs at the 2 existing parkades and the surface lots are forecasted at 2% /year of asset replacement cost (An Asset Management best practice)
	• Debt will be issued to pay for the parkades (5%/year and amortized over 20 years)
	• Debt servicing costs will be:
	  o Wilson: Starting in 2018, debt servicing costs will be between $200K and $300K per year depending on the construction cost
	  o Neeve: Starting in 2020, debt servicing costs will be $800K per year depending on the construction cost

Escalators	• Compensation increases 3.3%/year • Purchased Goods and Services 3%/year • Internal Charges (winter and summer maintenance) 3%/year • Capital maintenance costs 3%/year • OMBI (costs incurred by City support departments) 3%/year • Saturday parking rates will increase $1/every five years • Interest rate on reserve fund balances 2%/year • Tax Contribution (if applicable) increases by 3%/year • Parking rates will increase 2.5%/year, with the exception of on-street that will increase once every five years by 2.5%
Items excluded from the model	• Baker Parkade: 500 spaces planned for 2022, estimated cost is $22.5M with $6.28M eligible from development charges according to the 2013 Background Study • Fountain Lot Parkade: 400 spaces planned for 2030, estimated cost of $16M with DC eligibility uncertain

Parking Master Plan (PMP)
Financial Strategy Development Draft Assumptions

3. Model Outcomes

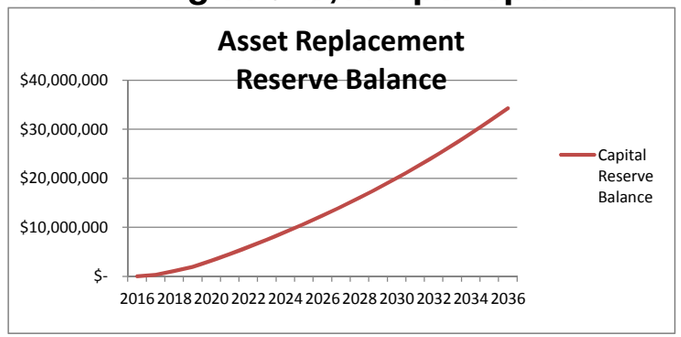
Scenario Specific	Assumptions/Comments
Build Structures but do not change rates	• Tax contribution is $3,150,000 in year one and will escalate at 3%/year • Current rates will increase by 2.5%/year • Staff parking will be funded by the City at market rates • Impact (increase) to taxpayer in five years will be $39 on a home valued at $300K (assumes City continues to fund staff parking)
Build Structures and maintain free on-street parking	• Tax contribution is $1,700,000 in year one and escalate at 3%/year • Surface lot permit fee will be $105/month • Parkade permit fee will be $150/month • Impact (increase) to taxpayer in five years will be $18 on a home valued at $300K (assumes City continues to fund staff parking)
Blended financial strategy (tax funding, on-street parking revenue, periphery permits revenue) based on a $40,000/space construction cost	• Surface lot permit fee will be $110/month • Parkade permit fee will be $140/month • On-Street hourly rate will be $2/hour • Tax funding of $1M (in year 1, to be increased by 3% per year) in coordination with the proposed rates, will ensure parking operations will have sufficient funding over a 20 year period • Impact to tax payers in 5 years will be $6.45 on a home valued at $300K (assumes City continues to fund staff parking) • Staff parking will be $490K/year based on current staff usage and proposed market rates
No tax support – user pay: based on a $40,000/space construction cost	• Surface lot permit fees will be $125/month • Parkade permit fees will be $175/month • On-Street hourly rate between $3.00/hour • No tax funding • Impact to tax payers in 5 years will be -$9.16 on an average home valued at $300K (assumes City continues to fund staff parking)

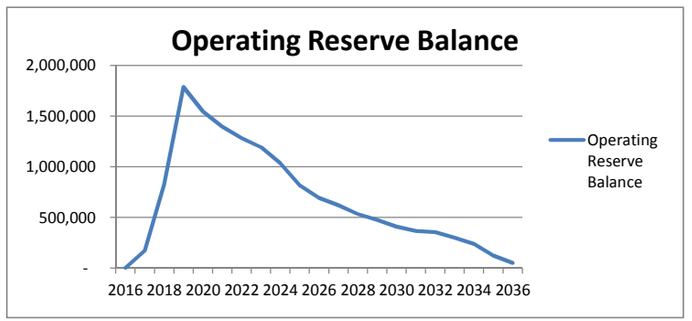
Scenario #3a: Blended Model - 2 Parkades with On Street and Tax Funding at $40,000 per space

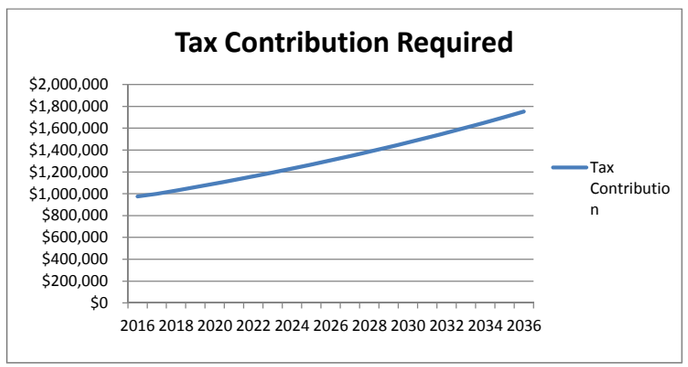
Overall Assumptions
Compensation Increase
3.3%
Purchased Goods & Services
3.0%
Property Tax
3.0%
Internal Charges
3.0%
Capital Expenses
3.0%
Contracted Staff
3.0%
OMBI
3.0%
Downtown Levy & Periphery
$65,000
Tax Contribution
$1,000,000.00

Parkades (1500)	Quantity	New Starting Rate	General Growth	Increase in Rate
Street Parking				
Hourly	600,000	$ 2.00	1.00%	2.5%
Surface Lots				
Monthly	$ 1,278	$ 110.00	1.00%	2.5%
Daily	$ 280	$ 18.00	1.00%	2.5%
Saturday	$ 576	$ 5.00	1.00%	2.5%
Sunday	$ 78		1.10%	2.5%
Parkades				
Monthly		$ 140.00	10.00%	2.5%
Daily		$ 21.00	10.00%	2.5%
Saturday		$ 5.00	1.14%	manual
Sunday			1.14%	1.0%
Special event			1.14%	1.0%
Reserve Contrib	$ 425,000			

Revenues	**2015**	**2020**	**2025**	**2030**	**2035**
Street Parking	-	1,202,979	1,233,054	1,263,880	1,295,477
Surface Lots - Monthly	365,146	717,605	859,064	1,028,030	1,229,806
Surface Lots - Daily	311,192	325,096	434,293	523,927	629,825
Parkade - Monthly	757,562	1,867,320	2,644,163	2,498,550	2,783,284
Parkade - Daily	207,422	498,167	641,799	881,252	1,061,519
Special Event	150,000	164,780	186,434	210,933	238,651
Downtown Levy	-	66,970	70,386	73,976	77,750
City Staff Recovery	96,000	489,720	549,023	615,594	690,332
Fine Revenue	-	257,575	270,714	284,523	299,037
Tax Contribution	1,323,695	1,092,727	1,266,770	1,468,534	1,702,433
Total	**3,211,018**	**6,682,939**	**8,155,700**	**8,849,198**	**10,008,114**
Expenses					
Compensation Costs	716,136	851,527	999,652	1,173,572	1,377,785
Purchased goods & Services	323,929	474,375	553,057	642,872	743,139
City Charge Backs	645,903	1,178,313	1,365,988	1,583,554	1,835,774
Property Tax	325,050	505,193	585,657	678,937	787,074
Parking Reserve Contribution	-	1,309,098	1,452,031	1,683,301	1,951,408
Capital Expenses	1,200,000	1,560,447	1,849,712	1,784,411	2,323,158
Debt Expenses	-	1,102,822	1,102,822	1,102,822	1,102,822
Total Expenses	**3,211,018**	**6,981,775**	**7,908,919**	**8,649,470**	**10,121,160**
Net Income (loss)	**-**	**(298,835.87)**	**246,781.75**	**199,727.98**	**(113,045.94)**
Net impact on Tax-Base	**-**	**420,326**	**666,811**	**948,954**	**1,272,105**
$/100,000 residential assessment	**-**	**2.14**	**3.40**	**4.84**	**6.49**
$/100,000 commercial assessment	**-**	**2.65**	**4.20**	**5.98**	**8.01**
Cumulative Capital Reserve balance	**-**	**3,186,064**	**10,638,214**	**20,000,107**	**31,651,146**







FINANCIAL SCENARIOS AND CONSIDERATIONS

	City budget			User pay budgets						
	City contribution (tax base)	Tax burden per $300k household value	% of total parking budget	Downtown monthly parking permits and daily rates	% of total parking budget	Downtown paid on-street parking	% of total parking budget	Downtown periphery parking permits	% of total parking budget	Staff comments
Current system	$1.4M	$23	45%	Monthly: $58-$81 Daily: $1.75/hr $15.50 max.	55%	Free downtown on-street parking	0%	N/A	0%	Current system is split between City and Downtown permit contributions; no funds available to build new parking infrastructure.
Scenario 1: Increase City contribution, keep current user pay rates, free on-street parking.	$4M	$62 (up $39)	64%	Monthly: $58-81 Daily: $1.75/hr $15.50 max.	36%	Free downtown on-street parking	0%	N/A	0%	New parking infrastructure built without increasing user rates. This scenario has the largest tax implications.
Scenario 2: Increase City contribution and user pay rates; introduce periphery parking permits; keep free on-street parking.	$2.6M	$41 (up $18)	41%	Monthly: $105-147 Daily: $20	58%	Free downtown on-street parking	0%	$65k (nominal amount)	1%	Setting the City contribution to over 50% allows free on-street parking to be maintained. This scenario has a large tax implication.
Scenario 3: Blended model introduces paid on-street parking and downtown periphery parking permits.	$1.82M	$29 (up $6)	28%	Monthly: $120-140 Daily: $20	53%	$2/hr	18%	$65k (nominal amount)	1%	Blended scenario introduces on-street paid parking, downtown periphery parking permits and balances user-pay with City contribution.
Scenario 4: User pay model reduces City contribution, increases user rates and introduces paid on-street parking and downtown periphery parking permits.	$0.8M	$14 (down $9)	12%	Monthly: $123-$175 Daily: $20	61%	$3/hr	26%	$65k (nominal amount)	1%	User pay scenario reduces City contribution and has largest implication on user rates. The downtown business community has expressed concern that this model may deter people from parking downtown and negatively affect downtown business sustainability.