

# SPECIAL COUNCIL AGENDA



**Committee Room C, City Hall, 1 Carden Street**

**DATE Tuesday, July 14, 2015, 6:00 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**

### **Parking Master Plan Development Community Engagement**

#### **Part 1: Background (6:00 – 7:30)**

- 1) Importance of investment in the downtown - Ian Panabaker, Corporate Manager, Downtown Renewal (15 min)
- 2) The downtown and city-wide business perspective - Kithio Mwanzia, President and CEO of Guelph Chamber of Commerce (10 min)
- 3) Constraints and program requirements, near, medium and long term needs - Cam Walsh, Project Director Strategic Planning and Corporate Initiatives (15 min)
- 4) Financial implications and strategy development - Peter Cartwright, General Manager, Business Development and Enterprise (10 min)
- 5) Discussion (30 min)
- 6) Break (10 min)

#### **Part 2: Community Engagement Workshop (7:30 – 8:30)**

- 7) Community engagement overview - Rodrigo Goller, Community Engagement Coordinator (10 min)
- 8) CE Questionnaire Dry-run (20 min)
- 9) Debrief (20 min)
- 10) Next steps and action items (10 min)

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**Recommendation:**

1. That the presentation on Parking Master Plan Development, be received.

**ADJOURNMENT**

# Parking Master Plan Financial Strategy Development

## Draft Assumptions

### 1. Current Condition

Element	Assumption/Comments
Current Downtown Parking Capacity	<ul style="list-style-type: none"> <li>861 parkade spaces</li> <li>920 surface lot spaces</li> <li>560 on-street spaces, or 600,000 hours per year (2 hours free, once per day)</li> </ul>
Parking Policy Considerations	<ul style="list-style-type: none"> <li>Monthly parking permit rates are based on demand and not linked to a corporate plan or policy</li> <li>Parkades allocate 70% to monthly permits and 30% to daily users</li> </ul>
City Staff Parking	<ul style="list-style-type: none"> <li>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.</li> <li>Currently, the City transfers \$96,000 to the Parking department as an allowance for the cost of staff parking.</li> </ul>
Current Utilization	<ul style="list-style-type: none"> <li>70%-90%+ based on 4 daily checks weekdays</li> <li>Turnover is assumed to be 125% at all surface and parkades</li> <li>There is currently 779 monthly permit passes at the parkades</li> <li>There is currently 589 monthly surface lot permit passes at the surface lots</li> <li>Approx. 180 people are on a waiting list for a monthly permit pass</li> </ul>
Current Downtown Parking Operations Financial Assumption	<ul style="list-style-type: none"> <li>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)</li> <li>Winter and summer maintenance of the parkades and surface lots at \$396K/year</li> <li>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 (OMBI methodology)</li> <li>Capital maintenance costs for all downtown parking facilities average \$1.2M per year</li> <li>Parking enforcement costs (incurred by Bylaw) are not currently charged to parking, but an estimated chargeback of \$130K/year has been used for the purpose of this model</li> <li>Property tax at the existing parking facilities is \$325K/year</li> <li>Approx. \$100K is spent on purchased goods and services, \$80K is spent on operating repairs and maintenance and \$132K on utilities.</li> <li>Revenues at the parkades and surface lots total \$1.76M</li> <li>As discussed in City Staff Parking above, the City transfers \$96K/year for compensate for staff parking</li> </ul>

## 2. Model Assumptions used for both Scenarios

Element	Assumption/Comment
Construction	<ul style="list-style-type: none"> <li>To promote adequate customer service, turnover and enforcement and for the purposes of the model a paid on-street parking system is included as one method with its associated infrastructure installed in 2016 at a cost of \$800K</li> <li>Wilson construction 2016-17, 350 spaces, in service by 2018 \$25,000-\$40,000 per space</li> <li>Neeve construction 2018-19, 250 spaces, in service by 2020 \$25,000-\$40,000 per space</li> </ul>
Reserve Fund for Asset Management	<ul style="list-style-type: none"> <li>To build a capital reserve fund totalling \$35M in 20 years to be used to replace the East &amp; West Parkades and to facilitate additional parking structures.</li> <li>Contributions are as follows: <ul style="list-style-type: none"> <li>On-street operations will contribute \$25K/year with an annual increase of 3%</li> <li>East and West Parkade operations will contribute \$300K/year with an annual increase of 3%</li> <li>Wilson Parkade operations will contribute \$400K/year with an annual increase of 3%</li> <li>Neeve Parkade operations will contribute \$400/year with an annual increase of 3%</li> </ul> </li> <li>The model assumes the fund will earn 2% interest per year</li> </ul>
Utilization	<ul style="list-style-type: none"> <li>Wilson is assumed to sell 70% of the eligible monthly permits in year one, and increase 3% per year</li> <li>Neeve is assumed to sell 50% of the eligible monthly permits at inception permit sales will increase 3% per year thereafter</li> <li>On-Street utilization and payments are expected to generate approx. 600,000 paid hours per year</li> <li>Lost revenue from current Wilson and Neeve lots have been factored into the revenue projections</li> </ul>
Additional Revenue	<ul style="list-style-type: none"> <li>25% of Parking Fine Revenue is derived from the downtown, therefore, downtown fine revenue and downtown enforcement costs are factored into the parking model</li> <li>To address periphery management and for the purposes of the model a new parking policy is implemented to allow for monthly permit sales on residential streets near the downtown that is estimated to generate approx. \$65K per annum</li> <li>Rates do not include HST</li> </ul>
Parking Expenditures	<ul style="list-style-type: none"> <li>An additional \$18K/year in compensation cost are required to manage/enforce on street parking</li> <li>An additional \$15K/year in purchased services are required to maintain/administer the on street parking machines</li> <li>One additional full time employee is required for administration</li> </ul>

	<p>activities per parking structure</p> <ul style="list-style-type: none"> <li>• 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</li> <li>• Capital maintenance costs are forecasted at 2% /year of asset value (Asset Management best practice)</li> <li>• Debt will be issued to pay for the parkades (5%/year and amortized over 20 years)</li> <li>• Debt servicing costs are estimated as follows: <ul style="list-style-type: none"> <li>○ Wilson (starting in 2018) will have debt servicing between \$200K and \$300K per year depending on the construction cost</li> <li>○ Neeve (starting in 2020) will have debt servicing between \$200K and \$800K depending on the construction cost and funding available in the DC reserve fund</li> </ul> </li> </ul>
Escalators	<ul style="list-style-type: none"> <li>• Compensation increases 3.3%/year</li> <li>• Purchased Goods and Services 3%/year</li> <li>• Internal Charges (winter and summer maintenance) 3%/year</li> <li>• Capital maintenance costs 3%/year</li> <li>• Administrative costs (costs incurred by City support departments) 3%/year</li> <li>• Saturday parking rates will increase \$1/every five years</li> <li>• Interest rate on reserve fund balances 2%/year</li> <li>• Tax Contribution (if applicable) increases by 3%/year</li> <li>• Increase in parkade usage to max estimated at 5% year</li> <li>• Assumes 5 year ramp up to rates/fees identified</li> </ul>
Items excluded from the model (future decisions leveraging anticipated reserves)	<ul style="list-style-type: none"> <li>• 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 (DC reserve fund will not likely have sufficient funds in 2022 to accommodate an additional parkade based on the current rate of growth and rate of DC collections)</li> <li>• Fountain Lot Parkade: 400 spaces planned for 2030, estimated cost of \$16M with DC eligibility uncertain</li> </ul>

### 3. Model Outcomes

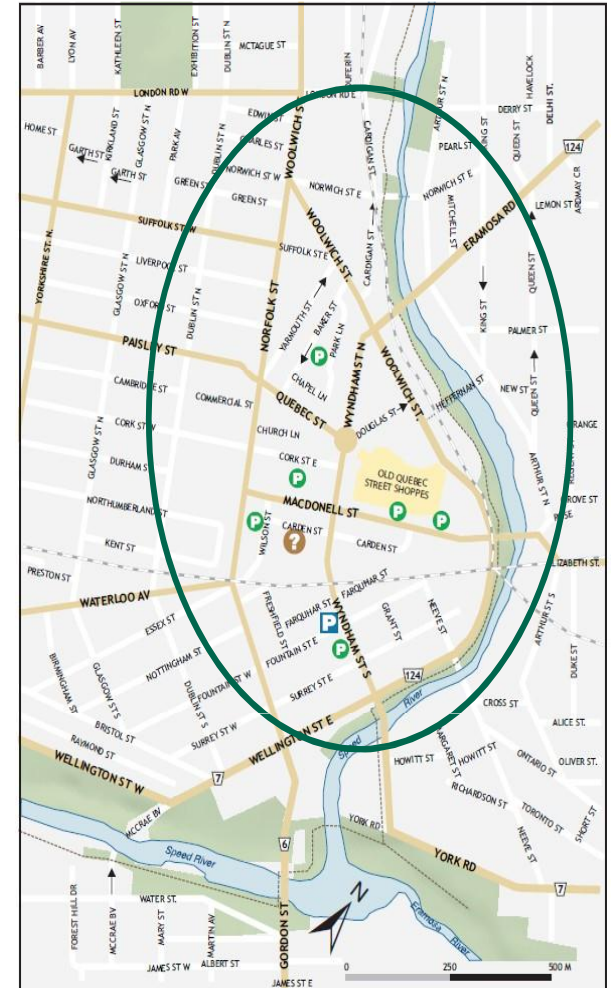
Scenario Specific	Assumptions/Comments
Blended financial strategy (tax funding, on-street parking revenue, periphery permits revenue)	<ul style="list-style-type: none"> <li>• Surface lot permit fees between- \$100-120/month depending on construction cost</li> <li>• Parkade permit fees between \$125- \$160/month depending on the construction cost</li> <li>• On-Street hourly rate between \$1.60-1.75/hour depending on the construction cost</li> <li>• Tax funding of \$1M (in year 1, to be increased by 3% year) in coordination with the proposed rates, will ensure parking operations will have sufficient funding over a 20 year period and provide rate/fee stabilization and predictability</li> </ul>

	<ul style="list-style-type: none"> <li>• Impact to tax payers in 5 years Between \$4.76 and \$5.89 on a home valued at \$300K and includes City staff parking</li> <li>• For the purposes of the model and based on current practice and staff usage, the future post program ramp-up value of the parking inventory utilized by City staff is estimated be between \$470K and \$544/year (~\$7.00-\$8.00 per home valued at \$300K)</li> </ul>
No tax support – Full user pay	<ul style="list-style-type: none"> <li>• Surface lot permit fees between \$110-125/month</li> <li>• Parkade permit fees between \$155- \$175/month</li> <li>• On-Street hourly rate between \$3.00-3.25/hour</li> <li>• No tax funding</li> <li>• Impact to tax payers in 5 years between \$-12.38 to -11.44 on a home valued at \$300K, including City staff parking.</li> <li>• For the purposes of the model and based on current practice and staff usage, the future post program ramp-up value of the parking inventory utilized by City staff is estimated be between \$510K and \$571K/year (~\$8.00-\$9.00 per home valued at \$300K)</li> </ul>

# Parking Master Plan for Downtown Guelph

## Community Engagement Council Workshop

July 14, 2015



# Introduction



## Workshop Purpose


Inform Parking Master Plan development and planned community engagement process:

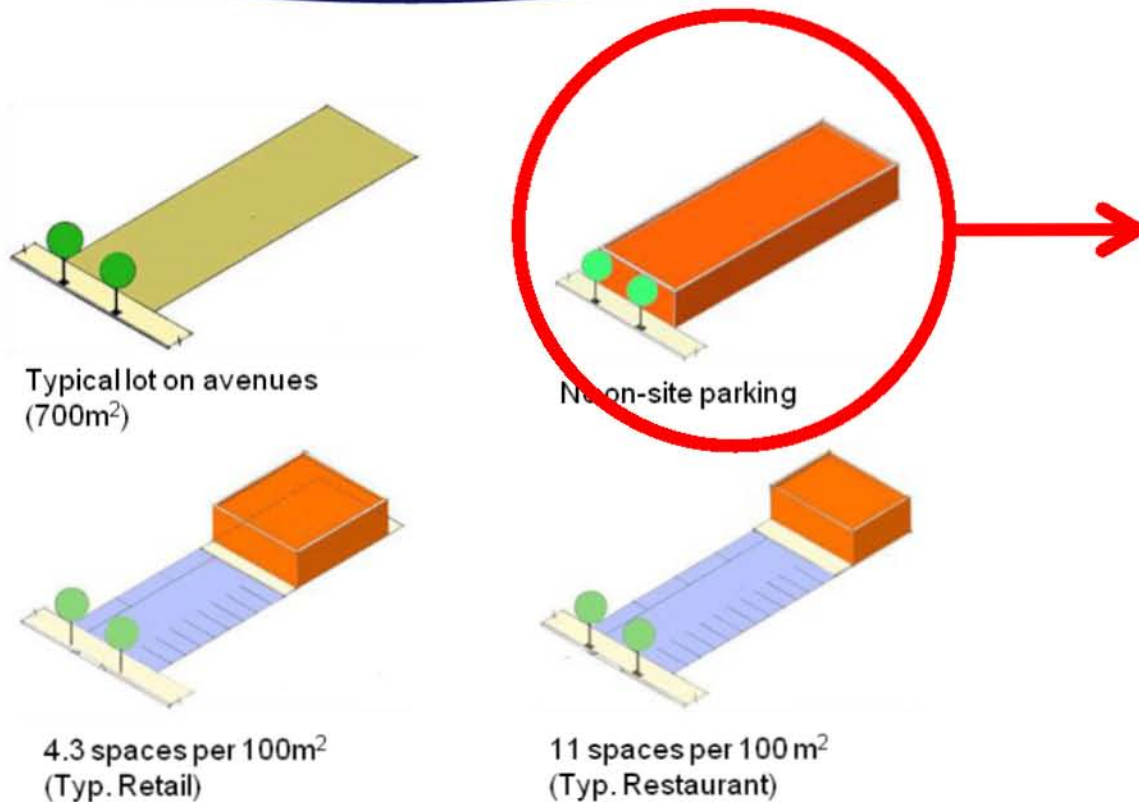
- Demonstrate linkages between parking and downtown growth and economic development needs
- Provide background with respect to Guelph parking system needs, challenges and timelines
- Discuss preliminary financial implications of program requirements and next steps
- Workshop proposed community engagement activities to obtain feedback from Council with respect to approach, content and other considerations

## Background

- 2013
  - Data Collection, Analysis and Community Engagement (IBI Group)
    - 30 stakeholder interviews conducted
    - 3 Public Information Centers attracting ~100 community participants
- 2014
  - Background Study report submitted by IBI Group (September)
  - Financial strategy development and modeling initiated
- 2015
  - Draft implementation phasing and timeline developed including on-going public consultation requirements and master plan updating
  - Draft financial funding strategies developed
  - Undertake public consultation (Q3 2015)
  - Report to Council with program recommendations (Q4 2015)
  - Bringing forward Budget 2016 requests

## Program Drivers

Element	Observation
<b>Future Parking Needs</b>   	<p>By 2031 the downtown is being planned to support:</p> <ul style="list-style-type: none"> <li>➤ 8,000 People (4x more)</li> <li>➤ 8,000 Jobs (30% more)</li> </ul> <p>~1,500 new parking spaces are required by 2031:</p> <ul style="list-style-type: none"> <li>➤ Assumes some shift to transit, walking and cycling</li> <li>➤ Addresses current unmet parking needs</li> <li>➤ Positions City for redevelopment of surface parking lots</li> <li>➤ Required to increase economic activity</li> <li>➤ Pooled parking to supplement private development supply to support urban form</li> <li>➤ Assumes maximization of on-street parking supply</li> </ul> <p>Sufficient reserves required to support replacement at end of service life and to leverage infrastructure needs to support additional business development opportunities</p>



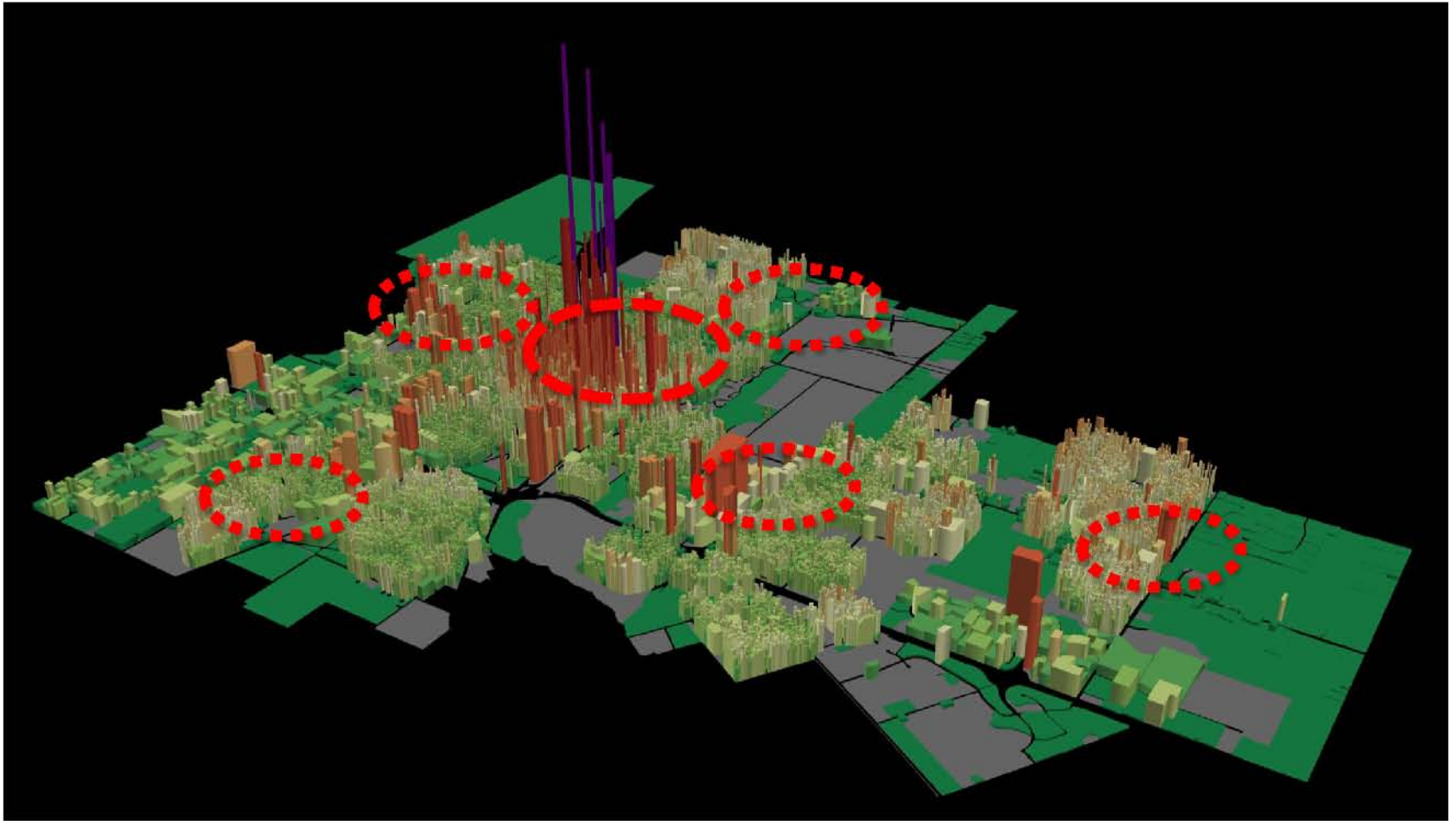
Source: [www.planetizen.com](http://www.planetizen.com)

**Suburban Density is shaped  
around Parking Capacity**



**Economically successful  
Urban Density relies on off-  
site Parking Capacity**

**Why getting the urban parking system right matters.**



**Our highest performing tax-density land is where parking is shared – this is part of our future assessment growth planning**

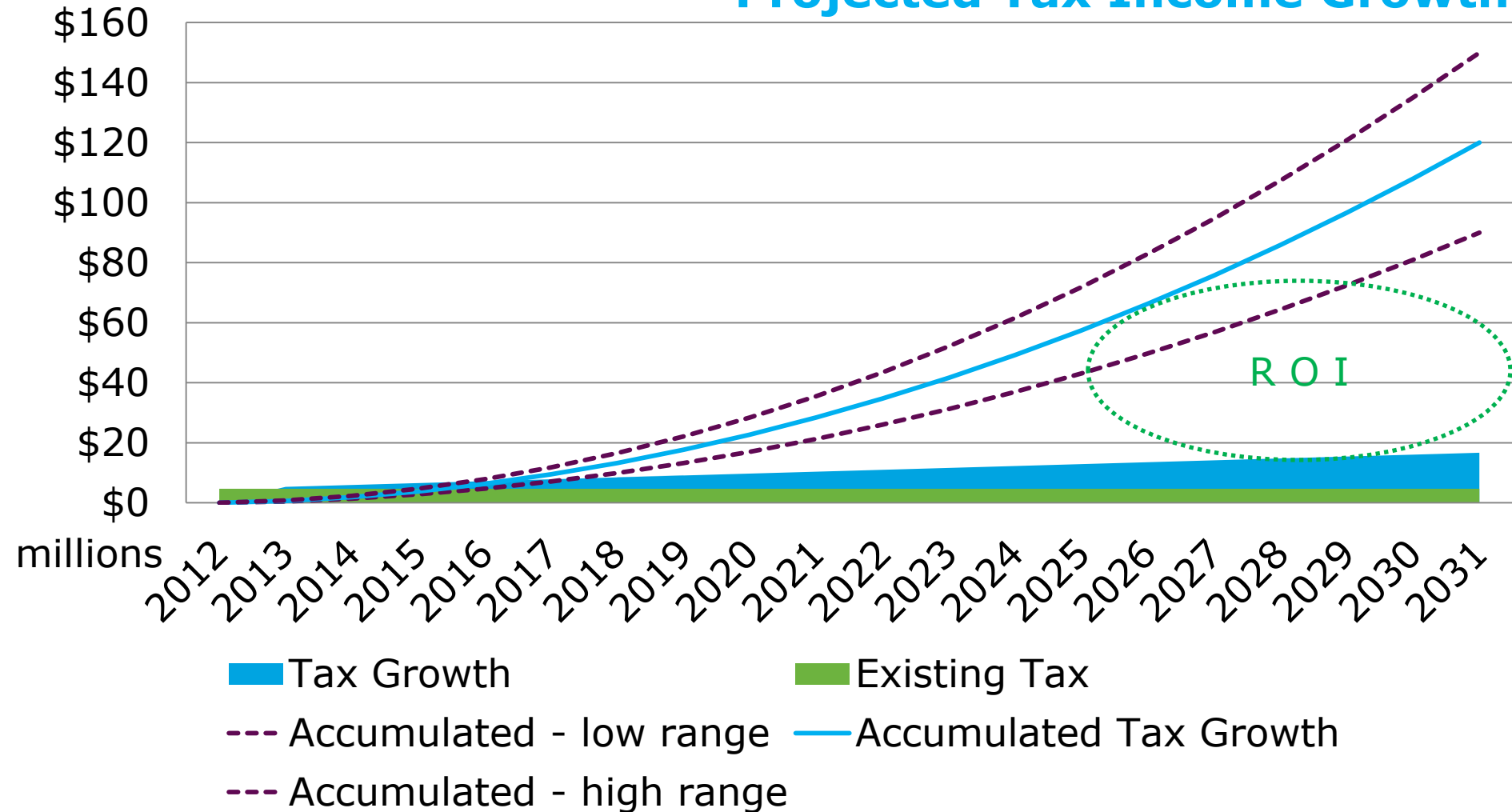


## Enabling the Downtown Secondary Plan Means...



- A fully built-out downtown is **3-4X** more valuable an asset producing **3-4X** more taxes.
- A vital downtown is fundamental to **attracting** and **retaining talent** as well as **significant investors** in our community

## Downtown Secondary Plan Projected Tax Income Growth



## Business Development Messages

- We have not enlarged the parking supply Downtown since 1983 (Guelph was 70,000 people)
  - More uses/spaces have been added over time (River Run Centre, Sleeman Centre, City Hall, Gummer Building)
  - We are turning business away and buildings remain empty because of lack of parking (150 person+ waiting list)
  - Businesses, large and small, rely on the shared parking to remain competitive (to employees and customers)
  - We are a mid-sized suburban city that assumes parking is “free” (even though it’s not)
  - As a mid-sized suburban city our modal splits remain car-oriented -- even in our most aggressive projections
- **We need to creatively invest in parking to sustain our urban development in the context of suburban patterns**



## **Downtown Advisory Committee**

Kithio Mwanzia, President of Guelph Chamber of Commerce,  
Member of DAC

- DAC has had advisory role in the development of the background for this presentation
- Downtown is a valuable contributor to the overall success of the City
- DAC has helped to broaden the discussion to reflect attitudes and needs of businesses (large and small), residents and end users
- This is a complex but pressing issue that has major implications for the success of the downtown and the community as a whole
- There are many stakeholders directly affected by the decisions so the discussion needs a business development focus

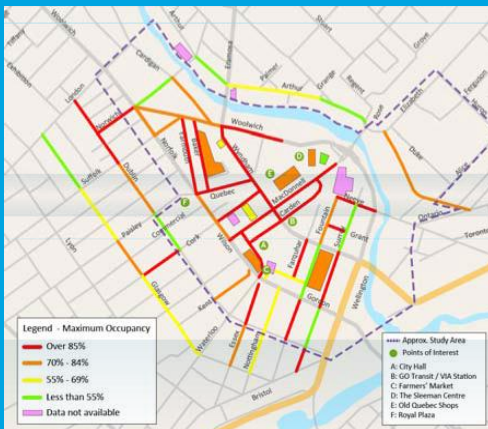
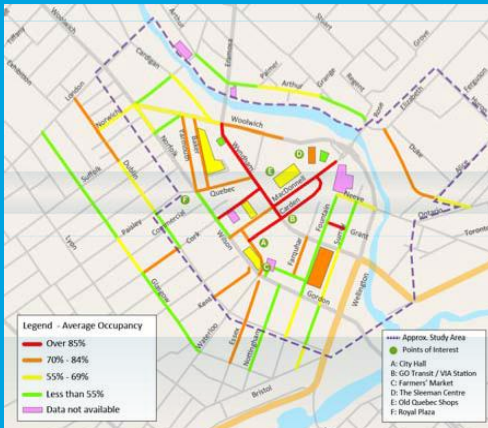
# Program Requirements

# Program Constraints

## Element

## Observation

### 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

## Program Elements

Element	Recommendations
<b>Capacity</b>	<ul style="list-style-type: none"> <li>• Plan four (4) new shared parking facilities (Min 250 net gain of publicly accessible spaces each)</li> <li>• Integrate shared parking projects into new development where possible</li> <li>• Require portion of parking in new developments to be publicly accessible</li> </ul>
<b>Governance</b>	<ul style="list-style-type: none"> <li>• Plan to address governance of parking function to position services for additional capacity and business development</li> </ul>
<b>On-Street Parking Management</b>	<ul style="list-style-type: none"> <li>• On-street parking:               <ul style="list-style-type: none"> <li>➤ Determine best way to maintain short-term turnover</li> <li>➤ Enhance customer service and enforcement i.e., increase flexibly through technology</li> <li>➤ Increases revenue to make system improvements</li> </ul> </li> <li>• Maximize on-street inventory on existing streets and in growth areas</li> </ul>

## Program Elements

Element	Recommendations
<b>Residential Parking</b>	<ul style="list-style-type: none"> <li>• Introduce on-street permit system in adjacent neighbourhoods:               <ul style="list-style-type: none"> <li>➤ Rationalize (make consistent) parking signage and policies</li> <li>➤ Improve clarity around permit programs and include in on-line info</li> <li>➤ Expand and promote daytime permit program for non-residential users</li> <li>➤ Consider lower fee for overnight residential permits</li> </ul> </li> <li>• Enhance enforcement</li> </ul>
<b>Zoning</b>	<ul style="list-style-type: none"> <li>• Align Zoning By-law regulations over Downtown Secondary Plan area to reflect urban built-form standards:               <ul style="list-style-type: none"> <li>➤ Rationalize policies and approaches to embed into updated zoning regulations</li> <li>➤ Consider minimum and maximum parking standards for all uses</li> <li>➤ Introduce adjustment factors for shared parking, TDM, bike parking, etc.</li> <li>➤ Introduce off-site parking option (allowing developer to secure private or municipal parking off-site)</li> <li>➤ Review and update on-street operations where land-use objectives have been upgraded (change areas)</li> </ul> </li> </ul>

## Staging and Timeline

### Near Term (0-5 years)

- Develop and implement financial strategy
- Harmonize zoning in Urban Growth Centre
- Develop and implement periphery management
- Harmonize parking policy and program
- Implement parking committee as part of governance model
- Optimize on-street parking (inventory, turnover, customer service, technology and enforcement)
- Update Wilson St. Parkade Design-Build spec. and construct 350 parking stalls
- Continue discussions with Metrolinx

## Staging and Timeline

### Medium Term (5-10 years)

- Design and construct Neeve St. Parkade (250 parking stalls + Metrolinx)

### Long Term (10-20 years)

- Design and construct 2 additional Parkades (Baker and Fountain) providing 900 additional parking stalls

Note: Assumes linear growth, accelerated build out would require separate consideration

# **Draft Program Financial Context**



## 2015 Comparators

Municipality	Off Street Hourly Rate	Daily	Permits	On-street
Burlington	\$1.75	3 hour max	\$83.00 – \$132.00	Metered Weekday Free Weekends and Holidays
Cambridge	\$1.50	12 hours or 2 hours free	\$50.85 – \$73.45	Free
Kingston	\$1.00	12 hours	\$60.50 - \$114.95	Metered
Kitchener	\$1.05 - \$3.20	10 hours	\$125.95 – \$195.05	2 hours free
London	\$0.75 - \$2.00	24 hours	\$46.00 – \$80.00	Metered
Oshawa	\$1.25	10 hours	\$73.00 - \$87.00	3 hours free
Peterborough	\$1.00	24 hours (\$7.00 daily max)	\$31.50 – \$63.00	2 hours free
Waterloo	\$2.75 - \$3.25	13 hours	\$87.24 – \$165.44	1, 2 or 3 hours free
Guelph	\$1.75	10 hours	\$52.33 – \$98.11	2 hours free

➤ **Each city has different inventory and local economic context**

## Potential Program Impacts

(see assumptions sheet)

Scenarios	Est. Construction Cost Range	Parkade	Surface	On-street	Impact (increase) on Tax Bill/\$300K home (current \$23)
Blended High	\$40,000/stall	\$160.00	\$120.00	\$1.75	\$6
Blended Low	\$25,000/stall	\$125.00	\$110.00	\$1.60	\$5
User Pay High	\$40,000/stall	\$175.00	\$122.50	\$3.25	-\$11
User Pay Low	\$25,000/stall	\$155.00	\$110.00	\$3.00	-\$12

- Cost excluding HST
- 5 year ramp up period
- 20 year term, two of four planned parkades included + reserve
- Tax support provides stabilizing effect and builds required reserves while mitigating impact to end user
- On-street implementation discussions on-going

## Current Capital Estimates

<b>Cost Breakdown</b>	<b>350 Stalls* (Wilson)</b>	<b>250 Stalls** (Neeve)</b>
Total	\$13.37M	\$10M
DC Funding	\$9.63M	*Nil
Total Tax Funding Required	\$3.74M	\$10M***

\* To be included in the proposed 2016 capital program for consideration

\*\* City contribution, does not include additional stalls associated with Metrolinx needs

\*\*\* If lower Wilson construction costs are realized Neeve Parkade becomes eligible for proportional DC funding

# Q & A

**Break**

# Engagement Plan

# Engagement Plan

## Why Re-engage Now?

- Decisions will affect a wide spectrum of users, residents and businesses
- Staff want to bring public consultation data to decision meetings in the Fall
- Capture community attitudes, values, behaviours associated with parking system in support of access to downtown employment, goods and services

## Commitment

1. Provide an update on the 2013 Downtown Parking Master Plan community consultation, including research findings of parking needs, available funding streams and next steps to create the required parking infrastructure.
2. Invite community stakeholders to provide input on the proposed financial strategy to meet Guelph's parking needs in the downtown area.
3. Use community input to create a recommendation for Council.
4. Communicate the recommended financial model to community stakeholders.



## Stakeholders

**Business Community** (Chamber of Commerce; Downtown Guelph Business Association; individual businesses/retailers downtown)

**Parking Users** (Users of Downtown Guelph, visitors, businesses and developments in the downtown with parking facilities and/or significant parking requirements, including Co-operators, Old Quebec St Shoppes, GO/Via Rail)

**Developers** operating in the downtown area (i.e. Lammer Development Group, Skyline, Tricar Group, etc.)

**Residents** (Downtown Neighbourhood Association and adjacent resident and neighbourhood groups; individual residents)

**Municipality** (i.e. Guelph Public Library, Guelph Civic Museum, River Run Centre and Sleeman centre)

**General public** with an interest in City budgeting, planning and policy.

## Activities

	2012 ~ 2013	Q4 2014	Q1 2015	Q2 2015
Initial stakeholder engagement to create Downtown Guelph Parking Master Plan Study	<b>X</b>			
Report submitted to City		<b>X</b>		
City staff develop financial models, revise timelines for implementation		<b>X</b>	<b>X</b>	<b>X</b>
Create Draft Community Engagement Plan				<b>X</b>

## Activities

	<b>Q2 2015</b>	<b>Q3 2015</b>	<b>Q4 2015</b>	<b>Q1 2016</b>
Presented Draft Community Engagement Plan to Downtown Advisory Committee & City Council for Feedback	<b>X</b>	<b>X</b>		
Community Engagement Opportunities (Online Survey + Open Houses)		<b>X</b>		
Create recommendation for City Council			<b>X</b>	
Present Report to City Council			<b>X</b>	<b>X</b>

## Opportunities for Involvement

### Promotions:

- Community Engagement Opportunities will be promoted via a dedicated page on [guelph.ca](http://guelph.ca), traditional engagement, social media and paid advertisements.

### Engagement Opportunities:

- Online Survey open during 3 week period
- Open Houses held at:
  - ✓ City Hall, Clair Road Emergencies Centre, West End Recreation Centre, Evergreen Senior's Centre, East Side Library, Stone Road Mall
- Presentations to:
  - ✓ Chamber of Commerce & Downtown Businesses,
  - ✓ Social Clubs & Community Groups.

## Information Materials

- Definitions
- Background information
- Current issues
- Proposed financial strategy

## Questions

- Mode of transportation?
- Use of downtown?
- Attitudes about:
  - on-street free parking?
  - on-street paid?
  - residential street parking permits?
  - paying for costs of parking infrastructure?

# Workshop

## Engagement Survey Dry Run

1. Work through the draft materials and questionnaire and make note of any comments and feedback
2. Jointly debrief thoughts and impressions of survey:
  - Were the questions clear and are the right questions being asked?
  - What other information would you like to see, if any, in support of decision making with respect to funding strategies?
  - Other thoughts and/or considerations with respect to the planned community engagement process and questionnaire?



# Next Steps

**Adjourn, Thank You...**