

Report to Council



Date: December 11, 2017
File: 1862-01
To: City Manager
From: D. Duncan, Manager, Parking Services
Subject: Downtown Area Parking Plan Development

Recommendation:

THAT Council receives, for information, the Report from the Manager, Parking Services, dated December 11, 2017 with respect to development of an updated parking plan for the downtown area;

AND THAT Council directs staff to research, evaluate and bring back to Council for consideration a number of potential options for enhancements and improvements to the parking system;

AND THAT Council directs staff to explore variable parking rate options, including time of day, zone based and/or incremental rates, guided by occupancy and turnover data;

AND THAT Council directs staff to explore further leveraging of technology to improve the customer experience, including additional options for the display of parking availability, a shift toward the use of mobile applications with reduced reliance on pay stations;

AND THAT Council directs staff to continue focusing on a shift away from the City being the primary supplier of off-street parking and explore additional options to encourage private sector investment and participation in the supply of long term parking;

AND THAT Council directs staff to explore options for an alternative monthly parking permit program that will encourage use of alternative transportation modes;

AND FURTHER THAT Council directs staff to explore options for the use of parking revenue to help fund the purchase of land to support alternative modes of transportation including car share, ride share, pedestrian-oriented infrastructure and bicycles in the downtown area.

Purpose:

To provide Council with preliminary information on development of an updated parking plan for the downtown area and obtain endorsement to explore a number of potential options for consideration.

Background:

As part of the City-wide parking management strategy presented in January 2014, Council endorsed five guiding principles for parking management and directed staff to proceed with development of an updated area parking plan for the Downtown area. Staff have now started to develop this updated area parking plan that will build upon previous plans completed in 1991, 2000, 2009-10 and 2015 (Interim). The plan will help deliver on the City's goal of ensuring Kelowna remains a safe, vibrant and sustainable community. Parking management is a key consideration when trying to strike a balance between convenience for citizens and visitors and providing a self-sustaining investment in multi-modal transportation.

Guiding Principles for Parking Management

1. FOCUS ON EXCELLENT SHORT-TERM PARKING

The City will focus on excellent short-term parking management to support higher turn-over while maintaining a governing role in long-term parking solutions.

2. SELF-FUNDED PARKING SYSTEM

The parking system will continue to pay for itself (will operate under a user-pay cost recovery model).

3. CUSTOMER SERVICE AND FAIRNESS

Focus on customer service and fairness in parking practices by providing options, technologies and information.

4. WORK WITH INSTITUTIONS, BUSINESSES AND DEVELOPERS

The City will work with institutions, businesses and developers to plan solutions for parking management.

5. SUPPORT A MORE BALANCED TRANSPORTATION SYSTEM

Parking will be used to support a balanced transportation system. Parking is part of the larger transportation picture.

Parking Management – Best Practice

A target occupancy of 85 per cent is considered industry best practice for on-street parking. At 85 per cent, on-street parking stalls are well used, but maintain availability of 1-2 stalls in each block, allowing drivers to find parking. This also decreases the number of vehicles circling the block searching for parking, reducing traffic congestion and driver frustration. For off-street parking, a higher target occupancy rate of 90 per cent is used to reflect use of these stalls for longer term use. Desired occupancy levels can be achieved using a combination of pricing, time restrictions and enforcement.

Communications & Engagement Summary

Building on the public engagement completed in the City-wide Parking Management Strategy and both the South Pandosy and Hospital Area On-Street parking plans, the following initiatives were used to obtain an understanding of challenges and opportunities pertaining to parking for residents, employees and visitors to the Downtown area:

Initiative	Objective	Level of Engagement
Initial Open House, held in October 2017	Identify parking-related challenges and opportunities	46 Attendees / 22 Exit Surveys
Online Survey*	Gather Feedback from Residents, Employees and Visitors	3,248 Responses*
Meeting with Stakeholders	Gather Feedback	15 Attendees

*A summary of the Community Engagement Survey is included as *Attachment A*

Current Downtown Parking Trends

Parking data from throughout 2017 for the downtown core has been compiled to provide a good understanding of the existing conditions, including:

- On-street parking data from 15,850 vehicles collected between June 2017 and September 2017 using the City's License Plate Recognition vehicle,
- Parkade occupancies from the vehicle counting systems, and
- Manual counts of city owned off-street parking lots on a variety of dates throughout 2017.

Key highlights observed in the parking data include:

- Utilization of on-street parking tends to be highest in the afternoon.
- While some blocks (such as Bernard Avenue and Pandosy Street) often have occupancies exceeding 85 per cent (the level at which parking is well used, but drivers can still find parking), other adjacent blocks were observed to have underutilized capacity (below 85 per cent occupancy).
- Parkade utilization tends to be highest around noon, however both the Library Plaza Parkade and Memorial Parkade typically have available capacity.
- The Chapman Parkade is the busiest parkade but also typically has some capacity.
- With the Library Plaza parkade expansion and the new Memorial Parkade, waitlists for City owned facilities have been significantly reduced/eliminated. Monthly parking permits are available immediately for many privately-operated parking lots.

As illustrated by the data included as *Attachment B* and responses to the online survey (*Attachment A*), there is often a discrepancy between the public perceptions of downtown parking and availability. This divergence identifies an ongoing role for the City to play in informing and educating on parking

availability. The parking data collected will be used when developing recommendations to ensure they are based on actual occupancy/turnover data and identify opportunities to address common misconceptions around parking.

Previously Completed Enhancements

- ✓ Expansion to Library Plaza Parkade added an additional 197 stalls (2016)
- ✓ Construction of the Memorial Parkade – 566 stalls (2017)
- ✓ Residential Parking Permit program policy updated to ensure the number of permits available closer reflects the available street frontage (2013)
- ✓ Installation of vehicle counting systems at the Library and Memorial parkades allow customers to observe how many stalls are available before entering the facilities (2016-2017)
- ✓ Expansion of the PayByPhone system to include all on-street locations and removal of user fee, resulting in a substantial increase in usage (2016)
- ✓ Replacement of pay stations in lots and parkades allowing for a shift to “Pay by Licence Plate” mode, eliminating the need for customers to return to their vehicles after paying (2016-2017)
- ✓ Security Cameras installed throughout the Chapman, Library and Memorial parkades has improved monitoring of undesirable and illegal activities (2015-2017)
- ✓ Major maintenance and rehabilitation at the Library Parkade, constructed in 1995, to ensure its maximum life expectancy can be achieved, included repainting, security and drainage upgrades (2016-2017)

Big Ideas

As part of the Downtown Area Parking Plan update, current on-street and City owned off-street parking regulations (rates, time restrictions, locations, etc.) will be reviewed and optimized in response to current parking trends.

Beyond optimization of existing parking systems, staff want to consider some bigger ideas that may have a substantial long-term impact on parking in Kelowna. The options proposed are consistent with the Guiding Principles and will help ensure the City’s parking program remains sustainable into the future. These options include:

- 1) ***Variable Rates,***
- 2) ***Leverage Technology,***
- 3) ***Privatize Off-Street Parking,***
- 4) ***Alternative Monthly Pass Program, and***
- 5) ***Parking Revenue to Support Alternative Transportation.***

As the parking plan is developed staff will explore each of the options, if directed by Council, more thoroughly and assess which components are most appropriate for Kelowna.

1. VARIABLE RATES

Potential components in Kelowna

- Vary parking prices by time and location to achieve a target on-street occupancy of 85 per cent.
- Increase price differential between parking options:
 - *On-Street* - Highest Price / Hourly Only
 - *Surface Parking Lots* - Medium Price / Hourly and Daily
 - *Parkades* - Lowest Price / Hourly, Daily and Monthly
 - Increase rate gap between on-street and off-street
- Parking rates can go up and down but maintain a minimum floor of 10 per cent above transit rates.
- Progressive rate structure - each additional hour costs more than previous hour (Charge extra vs. Enforcement).
- Consider extended hours of operation (On-street pay parking up to 11pm/7days).
- Review limitations of existing meter technology:
 - Making rate info easily accessible to the public is important.

Context/Relevance

- By varying parking rates by location and/or time citizens can make conscious decisions about where to park depending upon the trade-offs they wish to make regarding convenience versus cost.
- Variable parking rates will encourage some users to park in less popular locations, thus creating capacity in more popular locations for those who are only making a brief stop or who prioritize proximity to their destination.
- Opportunity to manage demand during busier times of day and encourages users to make other travel choices when parking is in greatest demand.
- Progressive rate structures for on-street spaces to encourage a shift of longer stay parking to off-street facilities while relying less on enforcement of time restrictions to manage length of stay, instead letting price influence parking behaviour and encourage turn over.

Case Studies/Examples

- City of Vancouver – In 2016, approved a data driven parking meter program where on-street parking rates are adjusted annually with rates increasing on any blocks where occupancy exceeds 85 per cent and rates decreasing on blocks with occupancies less than 60 per cent. Parking rates during the day and evening period may also be different to achieve the target occupancies.
- City of Kamloops – Downtown On-Street Parking, first two hours are \$1.25/hr, with an optional third hour available for \$2.50. This practice reduces the amount of overtime parking enforcement required. Pay parking in effect Mon-Sat, from 7am - 6pm.

2. LEVERAGE TECHNOLOGY

Potential components in Kelowna

- Continue to enhance real-time info – Ensure it is accessible online and at street level.
- Parking availability info on entry to downtown.
- Ensure that payment systems (including meters/pay stations) can facilitate variable rates.
- Explore payment options for smaller time periods (currently all credit card payments, including PayByPhone are limited 1-hour minimums to cover processing costs).
- Use mobile technology to reduce need to purchase equipment in the future (when equipment reaches end of life, install 1 pay station per block instead of 2).
- App/website for residents to record visitor license plates as an alternative to physical passes.
- Enhance Resident Permit System to allow for online renewals.
- Expand the number, type and locations of Electric Vehicle Charging Stations.

Context/Relevance

- Survey responses indicate that many respondents have a limited appreciation of the availability of parking downtown. Leveraging technology to provide more real-time information would help dispel some of these perceptions and reduce driver frustration when looking for parking.
- Convenience for users by providing greater payment options.
- Payment for shorter increments would encourage users to only park as long as necessary, especially in higher priced “premium” locations.

Case Studies/Examples

- Banff, AB has a well developed parking guidance system that helps direct visitors to available parking and reduces traffic congestion.
- Many Canadian municipalities allow residents and parkers to renew permits online.

3. PRIVATIZE OFF-STREET PARKING

Potential components in Kelowna

- Capitalize upon unused parking in residential/commercial developments.
- Consider allowing use/rental of parking stalls on single family residential properties.
- Pursue a public/private partnership for next downtown parkade.
- Parking rates at City-owned facilities are currently too low to encourage a purely private investment in structured parking - no business case.
- Most privately owned public access surface parking lots are currently located on future development properties and temporary lots are subject to a 3-year time limit. Generally, full build out as stand alone parking lots is not financially feasible.

Context/Relevance

- The recently completed expansion to the Library Plaza Parkade and construction of the Memorial Parkade demonstrates the true cost of constructing structured parking stalls in Kelowna and the revenue required to encourage private sector investment. To recoup

construction costs over 30 years will require approximately \$96 per month/per stall. Ongoing maintenance and operations amounts to another \$25 per month/per stall, resulting in required minimum revenue of \$121 per month/per stall. This amount does not include enforcement, land acquisition, major maintenance, future replacement reserve contribution costs, or profit.

- Blended parkade revenues in 2017 are approximately \$104 per stall/per month, a deficit of \$17 per stall/per month below what is required to support any new construction. This blended amount is a mixture of hourly, daily, monthly and reserved parking revenues.
- There are likely to be many changes in personal transportation with the advent of self-driving vehicles and transportation as a service (i.e. Uber). Opportunities to eliminate or defer significant investment by the City in off-street parking will minimize any risks until the implications of these emerging technologies is better understood.

Case Studies/Examples

- City of Vancouver is currently working towards enabling residential buildings with excess parking in the West End to rent spaces to other West End residents.
- City of Calgary - Stratifying parking stalls and/or the city leasing spaces in private parkades. City maintaining role without liability of owning/operating infrastructure.

4. ALTERNATIVE MONTHLY PASS PROGRAM

Potential components in Kelowna

- Incentivize reduced use of monthly parking passes in City owned facilities.
- Various options are available ranging from elimination to a reduction and cap on the number of permits issued.
- Restrict monthly passes to upper levels in the parkades or in large surface lots only.
- Have users pay on a per day basis until they reach a monthly "cap" (system dependent) to provide an incentive against daily use.
- Maintain monthly parking passes but price at least 20 times the daily rate such that paying daily makes more sense for most people.

Context/Relevance

- The existing monthly parking permit program encourages parking when a parker would normally choose another option as the perception is that they have already "paid" for the space and feel a need to use it. Daily parking provides an incentive to not utilize parking every day.

Case Studies/Examples

- Seattle - Gates Foundation eliminated monthly parking passes for employees and instead charges a daily parking rate. The parking fees are then capped at the monthly market rate for the area.
- City of Calgary - City Transportation Plan limits the amount of long-stay (all day commuter) parking in the Downtown area. The intention is to limit the amount of long-stay parking in favor of increased transit or alternative transportation use. While the overall number of

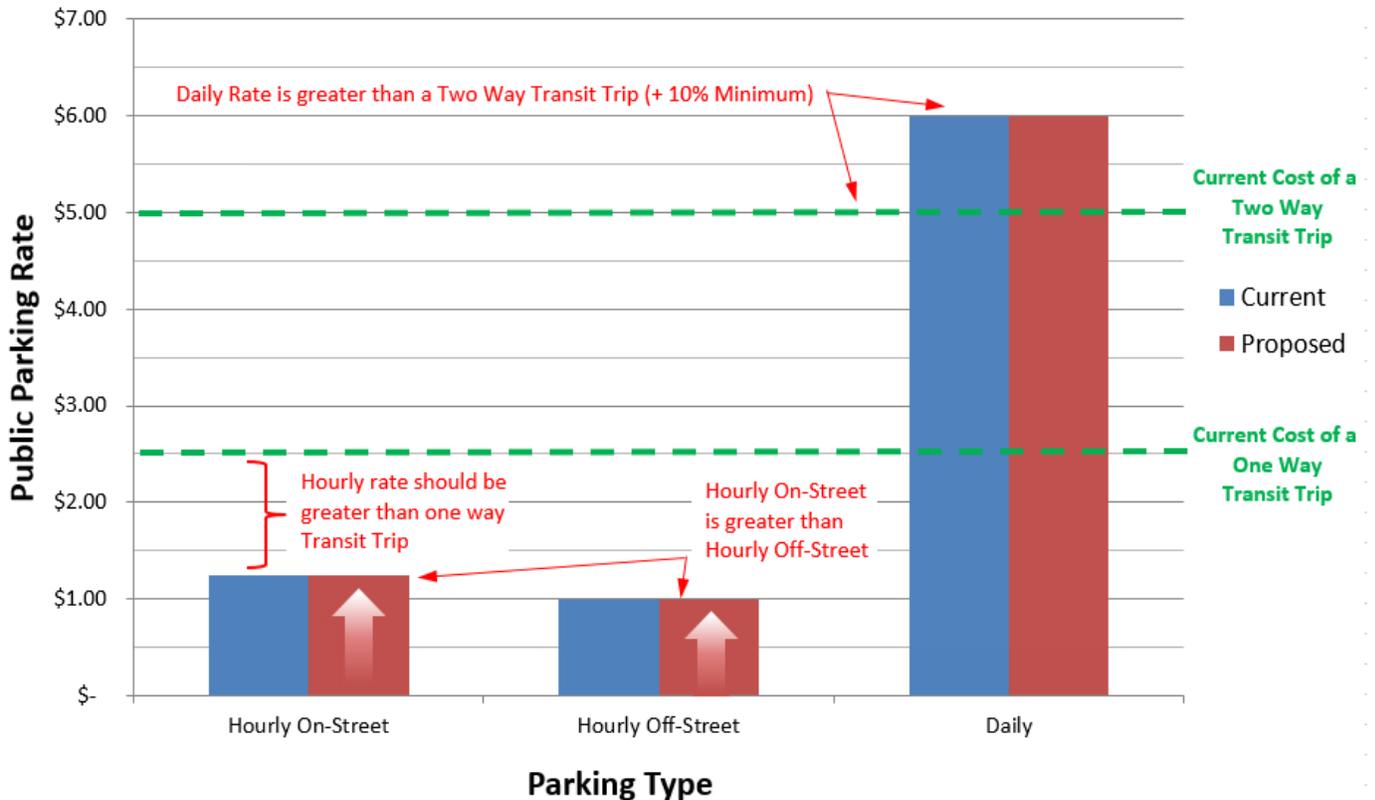
parking spaces will increase with continued development of office space, fewer spaces will be designated for long-stay parking.

5. PARKING REVENUE TO SUPPORT ALTERNATIVE TRANSPORTATION

Potential components in Kelowna

- Return some parking revenue to neighbourhoods by funding the purchase of land for sidewalks and Active Transportation Corridors.
- Purchase land for future loading and charging areas to support ride share, car share, electric cars and self-driving vehicles.
- Increase differential between parking rates and the cost of transit to encourage transit use
- Support expansion of car sharing (standard and one-way) and car pooling.

Context/Relevance



Case Studies/Examples

- City of Vancouver is reporting back to Council on the possibility of doing a participatory-budgeting trial as part of their West End Parking Strategy.
- City of Calgary and a number of other municipalities have significant cost differentials between transit and parking along with well-developed and well-used transit systems.

- City of Portland significantly increased on-street parking rates in northwest Portland and has used the revenue to reduce the need to drive to and from the area.

The following table summarizes how each of the Big Ideas might contribute to the parking Guiding Principles:

		Big Ideas				
		Variable Rates	Leverage Technology	Privatize Off-Street Parking	Alternative Monthly Pass Program	Parking Revenue to Support Alternative Transportation
Guiding Principles	Focus on excellent short-term parking	✓	✓	✓	✓	
	Self-funded parking system	✓		✓		✓
	Customer service and fairness	✓	✓			✓
	Work with institutions, businesses and developers		✓	✓	✓	✓
	Support a more balanced transportation system	✓			✓	✓

OTHER IDEAS

Provide Greater Variety of Parking Options

- Valet Parking – Potential Concession opportunities
- Use pricing differences to encourage use of parkade stalls with limited clearance with slightly higher prices for surface lots that can accommodate oversize/over height vehicles (premium price for larger/higher/more convenient parking?)
- Explore options to enable controlled all day parking on residential streets.

Partner with DKA/Chamber/Neighbourhood Association to Address Perceptions of Parking

- From “I just show up” to “I plan ahead”

- Information that people need to be able to access:
 - Where is parking available
 - Parking rates
 - Allow people to choose convenience vs price
- Use of customer surveys to measure success of programs
- Options for businesses to reimburse customer parking
- Improved wayfinding information

Blanket On-Street Parking Restriction

- Consider blanket time restrictions (3 hrs on weekdays?) for on-street parking within commercial and residential areas in urban centers, or city wide.
- Reduce impact of densification and conflicts between user groups in areas adjacent to businesses, multi-family developments, high parking generators and institutions by preventing parking spillover and ensuring on-street parking doesn't absorb on-site deficits.
- Blanket restrictions would apply only in the absence of other stricter restrictions indicated by posted signage.

Conclusion & Next Steps

With direction from Council, analysis of responses received during the consultation process, data collected, experience in the area as identified by the Parking Services Branch and applying standard parking management principles, the plan will be developed by City Staff and the project consultant, Urban Systems Ltd., with a goal of further improving the management of parking in the downtown area.

Complete Draft Area Plan

Second Open House and Stakeholder Meeting to Share Draft Plan

Refine Draft Plan Based on Feedback Received

Present Final Plan to Council for Approval

Internal Circulation:

Divisional Director, Communications & Information Services
Divisional Director, Financial Services
Manager, Infrastructure Operations Department
Manager, Integrated Transportation Department
Manager, Community Planning Department
Manager, Policy and Planning Department
Manager, Community Engagement

Legal/Statutory Authority:

Traffic Bylaw No. 8120
BC Motor Vehicle Act; Section 124
Parking Reserve Fund Establishment Bylaw No. 7533

Legal/Statutory Procedural Requirements:

Traffic Orders must be created to authorize the implementation of pay parking and changes/modifications to other restrictions. Approval of Traffic Orders has been delegated to the City Engineer under Traffic Bylaw No. 8120.

Existing Policy:

- Official Community Plan:
 - Chapter 7 (Infrastructure), Objective 7.6, Policy .5 (Capacity Increases)
 - Chapter 7 (Infrastructure), Objective 7.11 (Parking Initiatives)
- Council Policy No. 366 – Residential Parking Permit Program
- Council Resolution - Parking rate relationship to Transit Rates, August 13, 2001

Financial/Budgetary Considerations:

If required, Capital and Operating budget requests will be submitted for consideration as part of the 2019 provisional budget

Communications Comments:

Communications staff resources are assigned to this project

Considerations not applicable to this report:

Personnel Implications
External Agency/Public Comments
Alternate Recommendation

Submitted by: D. Duncan, Manager, Parking Services

Approved for inclusion: D. Edstrom, Director, Real Estate

Attachments: 1. Attachment A – Summary of Community Engagement Survey
2. Attachment B – Urban Systems - Summary of Data Collection

cc: C. Weaden, Divisional Director, Communications & Information Services
G. Davidson, Divisional Director, Financial Services
I. Wilson, Manager, Infrastructure Operations Department
R. Villarreal Pacheco, Manager, Integrated Transportation Department
R. Smith, Manager, Community Planning Department
D. Noble-Brandt, Manager, Policy & Planning Department
G. Foy, Manager, Transportation Engineering
J. Dombowsky, Manager, Transit and Programs
K. O'Rourke, Manager, Community Engagement
J. Grills, Financial Analyst
A. Nieoczym, Communications Consultant