

Parking Management Terms of Reference (Main Street Commercial)

Purpose

To develop an effective parking management plan which provides sufficient parking to meet current demand while supporting and promoting good urban design, enhanced economic development and encouraging alternative forms of transportation for the following areas / land uses:

1. Established main street commercial districts including downtown Oakville, Kerr Village and Bronte Village;
2. Emerging store front commercial developments in North Oakville and Uptown Core; and
3. Planned main street commercial districts in North Oakville.

Context

With the average vehicle being parked for approximately 23 hours per day, parking management is intrinsically connected to the automobile as a mode of travel. Within the town, the automobile is the predominant mode of travel since, currently, 8.8 out of 10 trips are made by the automobile. This is supported by a trend of increasing vehicle ownership within the town due to: population growth; and, an increase in the number of vehicles per household.

These trends are not sustainable over time and a shift to non-automobile modes of travel is planned for as part of the Transportation Master Plan (2018), and is directed by the Province as part of a broader growth management framework. While the automobile is still planned to be an important component of the future transportation network, the shift to more sustainable modes of travel will help achieve a number of other objectives such as livability within the town, reducing the town's ecological footprint, including CO2 emissions / climate change, reducing traffic congestion and managing related road infrastructure costs.

The Parking Management Plan will be undertaken in the context of this transportation transition, and informed by an urban mobility strategy and the town's related approved and emerging policy, plans and strategies identified in this terms of reference. The parking management plan must be coordinated with these other studies / initiatives and provide careful analysis of broader objectives with a balanced approach that will support the town's growth management strategy, public investments in the planned transit network and livability of the community in the longer term.

Objective

This parking management plan is intended to achieve the following objectives:

- a) Inventory, review and evaluate the municipal (public) commercial parking operations in downtown Oakville and Kerr Village to assess current and forecast supply, demand, utilization, and make recommendations to improve the programs;
- b) Inventory, review and evaluate the pilot commercial parking program in the Bronte Village to assess current and forecast supply, demand, utilization, programs, determine changes in parking usage resulting from the pilot program, and make recommendations on the continuation and/or

improvements to the programs;

- c) Inventory, review and evaluate on street and private parking for emerging storefront commercial developments in North Oakville and Uptown Core to assess parking standards, supply, demand, utilization, and develop a business plan with detailed financial models for implementing municipal (public) commercial parking programs;
- d) Create a detailed parking strategy for the planned main street commercial district in North Oakville (Trafalgar Urban Core) that will assess parking standards, supply, and demand and provide a business plan with detailed financial models for implementing municipal (public) commercial parking programs. The strategy will provide implementation and phasing plans, as well as identify the location of potential off-street public parking lots (surface and structured) and roads for on-street parking provisions;
- e) Undertake a best practice review of municipal (public) commercial parking programs and commercial parking standards of comparable Municipalities;
- f) Develop a comprehensive parking management plan which evaluates and, if warranted, makes recommendations to:
 - i. Update existing commercial parking programs, including permit programs, locations for parking, hours of operations, parking durations, rates, fees and penalties;
 - ii. Address future parking supply requirements, including assessment of the feasibility, and timing
 - iii. Implement new commercial parking programs in existing and developing areas;
 - iv. Update Zoning By-law parking standards for main street commercial developments;
 - v. Introduce new parking management strategies; and,
 - vi. Improve by-laws, policies, procedures to manage municipal (public) commercial parking.

Background

This parking management plan is being undertaken in the context of several other major planning initiatives and their review. The parking management plan must be coordinated with these other studies / initiatives and provide careful analysis of broader objectives.

Official Plan Review

The *Planning Act* requires every municipality to update its Official Plan at least once every five years. The various projects in the Official Plan Review work program will be completed throughout 2019 and beyond as the town's work must be coordinated with evolving provincial and regional land use plans and policies. This review also aims to consolidate and restructure the north Oakville secondary plans, and move their policies and schedules into the Livable Oakville Plan.

2041 Regional Transportation Plan

The Greater Toronto and Hamilton Area ('GTHA') is one of the fastest growing regions in North America. Its dynamic economy and diverse population attract about 110,000 new residents every year, and will

reach a total population of more than 10 million people by 2041. Keeping our growing and changing region moving —getting people and goods to where they need to go — will be ever more vital for the region’s economy, quality of life and natural environment. As the region becomes more complex and interconnected, it will require not only new transportation infrastructure, but also new transportation services and new ways of working together.

Metrolinx’s 2041 Regional Transportation Plan for the GTHA is a blueprint for creating an integrated, multi-modal regional transportation system that will serve the needs of residents, businesses and institutions. It supports Ontario’s Growth Plan for the Greater Golden Horseshoe, which sets out a broad vision for where and how the region will grow, and identifies policies on transportation planning in the GTHA.

Transportation Master Plan - Switching Gears

Launched in 2013, and reviewed in 2017 the Transportation Master Plan - Switching Gears is the town’s guiding document for developing practical, sustainable, long-term plans to guide the town's transportation system to meet the needs of its anticipated growth to 2031. It incorporates transportation, land use planning and financial strategy which respects the social, environmental and economic goals as defined in the Livable Oakville Plan, the Halton Region Official Plan and other provincial strategies. It also aligns with other key studies including the town's Active Transportation Master Plan and Halton's Transportation Plan - The Road to Change.

Active Transportation Master Plan

The Active Transportation Master Plan (ATMP) was introduced in 2009 and updated in 2017. The plan recommends an extensive network of facilities composed of on-road and off-road paths designed to respond to the needs of a range of active transportation users, age and skill level. Since 2009, a total of 200 kilometres of bike lanes, pathways and signed bike routes have been implemented as well as 200 bike racks across the town.

Transportation Master Plan to 2031 - The Road to Change

Halton Region completed the Transportation Master Plan (TMP) -The Road to Change in order to develop a sustainable, integrated transportation plan and associated strategies that considered all modes of travel (automobiles, transit, cycling, walking) to the year 2031.

The total demand forecasted to 2031 is estimated to be reduced by 3 percent through TDM initiatives, by 5 percent through Active Transportation and 20 percent by public transit. The 72 percent of travel Demand expected to be generated through auto trips needs to be addressed through additional capacity in Halton’s roadway network. A key outcome of the study is a list of transportation projects that the Region incorporated in its 20-year Roads Capital Program to 2031.

North Oakville Transit Plan

The Town’s planning approach in North Oakville requires the implementation of elements of pedestrian- and transit-friendly development to help alleviate future traffic growth and reduce the need for future road widening’s for cars. Along with the early introduction of transit, the creation of safe and efficient pedestrian routes leading to transit services in the community is one of the underlying principles of

Transit-First. The Town's Transit-First planning approach in North Oakville promotes enhanced transit use through the incorporation of design standards and planning criteria in the development review stage that support the early introduction of sustainable transit.

North Oakville Trails Plan

Trails are an essential part of North Oakville to link the new communities, reduce reliance on roads, encourage walking and cycling, provide for a healthy community, and control access into the Natural Heritage System (a preserved green space of over 900 hectares). The hierarchy of trails includes multi-use trails, major trails and minor trails, as well as a network of on-road cycle lanes and bike routes, many of which will provide access to the primary Active Transportation Master Plan network. All trails will be built into the communities over time.

North Oakville Parking Strategy - Phase A

Parking is an important ingredient in good urban design, economic development and transportation demand management. Effective parking management strategies can facilitate compact urban development form, provide for more efficient use of both public and private parking resources and encourage the use of alternative travel options, including car/van pooling, transit use as well as active transportation options such as walking and bicycle use.

The purpose of this Phase A study is to provide Parking Management Principles regarding the provision of both public and private parking resources for the overall area and outline a strategy for on-street parking, especially in residential areas.

Transit Services Review and Five Year Plan

The Five Year Plan seeks to streamline Oakville Transit's operations with a prudent fiscal approach; specifically focusing on service improvements, affordability, sustainability and innovation. The plan has been carefully crafted to leverage the benefits of a series of initiatives to maximize their overall impact on the system. It is a comprehensive and fully integrated plan intended to optimize the customer experience while making the most efficient use of resources. Its guiding principle is that "providing high quality, high frequency service, to corridors where ridership is highest is preferable to providing lower levels of frequency over a greater number of weaker corridors to provide basic geographic coverage. Frequent service generates ridership, and high ridership generates fare revenue."

Consultation Plan

A Parking Strategy Working Group will be established to oversee the study process comprised of representatives from Planning Services, Engineering & Construction (Transportation) and Municipal Enforcement. The consultants are expected to meet regularly with the Parking Strategy Working Group to ensure steady progress and to discuss any questions that may arise.

Over the course of the review, the consultants will also meet with other key stakeholders, including BIA's, the public, the development community and other internal departments and commenting agencies. In addition, customer and employee surveys and polls will be undertaken to establish origins of the parked vehicles and understand user characteristics and parking demand in the commercial districts.

Study Process

Task 1 – Background Research

The consultant is to complete the following steps:

- i. Attend a kick-off Parking Strategy Working Group Meeting to review the Terms of Reference, methodology, timing and deliverables of the project.
- ii. Review the following background material:
 - Halton Region Official Plan
 - Livable Oakville Official Plan
 - North Oakville East Secondary Plan
 - North Oakville West Secondary Plan
 - Parking Standards of Zoning By-law 2014-014 and 2009-189
 - Transportation Master Plan – Switching Gears, 2017
 - Metrolinx’s 2041 Regional Transportation Plan
 - Active Transportation Master Plan, 2017
 - North Oakville Transit Plan, 2009
 - North Oakville Trails Plan, 2009
 - Transit Services Review and Five Year Plan
 - Transportation Master Plan to 2031 - The Road to Change (Halton Region)
 - ITE (9th Edition) trip generation and ITE Parking Generation (4th Edition)
 - American Planning Association (APA) Parking Standards
 - Urban Land Institute and International Council of Shopping Centres Shared Parking (2nd Edition)
 - North Oakville Parking Strategy – Phase A, November 2009
 - Oakville Commercial Parking Study, 2006
 - Oakville Commercial Parking Study, 2012
 - Bronte Pilot Commercial Parking Program – Staff Report February 2019
 - Various commercial parking utilization surveys for downtown Oakville, Kerr Village, Bronte Village from 2006 to 2018
 - Parking Operations Business Plan, Budget, Rates and Fees
- iii. Conduct a literature and “best practice” review of comparable municipalities with respect to the following:
 - a. parking management strategies that have been found effective;
 - b. Zoning By-law parking standards for main street commercial areas; and,
 - c. Municipal (public) commercial parking programs.
- iv. Prepare and submit 10 hard copies and 1 electronic copy of the first part of a draft Parking Management Report (Main Street Commercial) which summarizes the review, findings and recommendations from Task 1, present to the Parking Strategy Working Group for feedback.

Task 2 – Data Collection

The consultant is to complete the following steps:

- i. Establish the parking utilization survey methodology and review this with the Parking Strategy Working Group. The survey should also capture use of other modes of transportation such as biking, public transit, and walking.
- ii. For established main street commercial districts, data collections should be undertaken using similar methodology to previous surveys to create comparable data, determine average and peak demands and measure changes. The field surveys will document and obtain an understanding of current public and private parking characteristics in the study areas including:
 - a. Inventory of current public and private parking spaces within the survey areas, by facility type and by zones
 - b. Observed parking utilization and duration by location throughout the survey area described by day of the week and time of day
 - c. Determination of duration of stay through surveys conducted on half hour intervals
 - d. Record of illegally parked vehicles
 - e. Inventory, utilization and duration of (public) designated accessible parking spaces in the study area
 - f. Locations of transit stops and bicycle parking
 - g. Description of any other relevant characteristics
- iii. For emerging storefront commercial areas, data collections should be undertaken using similar methodology to established main street commercial districts surveys to determine average and peak demands and create a standard for future comparable data to measure change. The field surveys will document and obtain an understanding of current public and private parking characteristics in the study areas including:
 - a. Inventory of current public and private parking spaces within the survey areas, by facility type and by zones
 - b. Observed parking utilization and duration by location throughout the survey area described by day of the week and time of day
 - c. Determination of duration of stay through surveys conducted on half hour intervals
 - d. Record of illegally parked vehicles
 - e. Locations of Transit stops bicycle parking
 - f. Description of any other relevant characteristics
- iv. For planned main street commercial districts, data collection will be focused on reviewing background documents, plans, drawings maps to evaluate and determine potential inventory and locations for both on street and off street commercial public parking spaces.
- v. Specific dates, times, locations and survey areas will be discussed and agreed to by the Parking Strategy Working Group.
- vi. Summarize the parking data in a draft of the second part of a draft Parking Management Report and compare this current data with the findings of the first part of the Parking Management Report (Task 1).

- vii. Provide 10 hard copies and 1 electronic copy of the updated Parking Management Report and meet with the Parking Strategy Working Group to discuss the findings of Task 2, feedback on the draft report, and framework for the Parking Management Plan. Depending on the findings, more analysis may be necessary through the use of methods such as surveys and polls to understand: private parking usage and parking demand (Parking Strategy Working Group will administer specific surveys and polls, as necessary).

Task 3 – Parking Management Plan (Main Street Commercial)

The consultant is to complete the following steps:

- i. Complete the draft Parking Management Report (Main Street Commercial) by making further recommendations.
 - a. For established main street commercial districts the report will:
 - i. Update existing commercial parking programs, including permit programs, locations for parking, hours of operations, parking durations, rates, fees and penalties;
 - ii. Address future parking supply requirements, including assessment of the feasibility, and timing;
 - iii. Evaluate the Bronte pilot commercial parking program and make recommendations on the continuation and/or improvements to the program;
 - iv. Implement new commercial parking programs, including an assessment of the financial impacts;
 - v. Update Zoning By-law parking standards for main street commercial developments, if warranted;
 - vi. Introduce new parking management strategies; and,
 - vii. Improve by-laws, policies, procedures to manage municipal (public) commercial parking.
 - b. For emerging storefront commercial areas the report will:
 - i. Address future parking supply requirements, including assessment of the feasibility, and timing;
 - ii. Identify the optimal locations and areas, for on street municipal (public) commercial parking;
 - iii. Evaluate implementation strategies and explore short term, medium term and long term financial and planning impacts;
 - iv. develop a business plan with detailed financial models for implementing new municipal (public) commercial parking programs;
 - v. Update Zoning By-law parking standards for main street commercial developments, if warranted;
 - vi. Introduce new parking management strategies; and,

- vii. Improve by-laws, policies, procedures to manage municipal (public) commercial parking.
- c. For planned main street commercial district the report will:
 - i. Evaluate implementation strategies and explore short term, medium term and long term financial and planning impacts;
 - ii. Recommend a target percentage of parking spaces (both surface and structured) that should be publicly and/or privately provided based on the recommended strategies;
 - iii. Identify the optimal locations and site areas, and the means by which they can be acquired, for use as public parking facilities;
 - iv. Create the assessment and decision-making framework for the future phase-in over time of converting surface parking lots to structured parking facilities to increase the required parking supply;
 - v. Explores financing and cash flow scenarios and recommendations for initial pricing and fee structures;
 - vi. Forecasts initial and long term capital and operating costs & revenues;
 - vii. Address other strategies or requirements necessary to support and ensure the viability, sustainability and compliance with the parking strategy - including, but not limited to financial tools, land development regulations & controls on properties, legal agreements with clauses & conditions on property owners, travel demand management, and transportation management associations, and;
 - viii. Recommend a detailed implementation strategy based on the planning and financial recommendations analysis carried out including:
 - 1. identify the streets for on street commercial parking;
 - 2. identify the strategic locations and sizes of potential off-street public parking facilities, as well as the principles used for their selection and acquisition;
 - 3. Details the optimal capital and operating financing strategy to support the recommended implementation plan ;
 - 4. An internal implementation strategy for achieving the recommendations including how it should fit into the Town's organizational structure and projections of staffing levels in the initial, medium and long term;
 - 5. Process and principles for evaluating potential public/private partnership or co-venture opportunities.
- ii. The parking management plan should consider the cost of providing public parking and how parking can be managed to encourage businesses and employees to use alternative forms of transportation. Accordingly, the parking strategy should be adaptable and include different phases which can be implemented over time to support planned public investments in new transit service and long term community Plans.

- iii. Identify in the Parking Management Plan (Main Street Commercial) report how feedback from stakeholders has been addressed.
- iv. Develop a monitoring plan to allow for annual reports to be provided to Council which can measure the effectiveness of the parking management plan, and allow for continuous improvement.
- v. Submit draft report including 10 hard copies and electronic copy, meet with the Parking Strategy Working Group and update report with feedback, as necessary.
- vi. Attend a Planning & Development Council Meeting to present key report findings to Council members.
- vii. Finalize report based on input received from Parking Strategy Working Group and feedback obtained from the public and Council at the Planning & Development Council Meeting.
- viii. Finalize the Parking Management Report (Main Street Commercial) and provide 10 hard copies and an electronic copy of the report.

Deliverables & Timelines

Once the study consultants have been retained, a work schedule will be provided to the Parking Strategy Working Group outlining:

- Task timing & sequence
- Draft meeting schedules

It is expected for the study will be phased to take into account the reconstruction of Lakeshore Road East in downtown Oakville in 2018 and 2019, and the timing of the pilot commercial parking program in the Bronte Village. The final study report will be presented to Council in **Q4 2021**. The study consultants will be responsible for providing the draft interim and final reports and all accompanying charts, graphs, and presentation materials that are used to illustrate findings and recommendations for the Report.

The Parking Strategy Working Group will be responsible for contract administration, providing direction to the project consultants, scheduling of stakeholder meetings, scheduling and arranging public meetings, communication matters including reports to Council, and preparation of public notices and surveys.

A draft of the final report shall be submitted for Council approval. The report shall be revised as necessary and finalized after Council approval of the study results and recommendations.