



Uptown Parking Strategy

Final Report

City of Waterloo

Prepared For:
The City of Waterloo

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1.0 Introduction

The City of Waterloo is a rapidly growing municipality with 115,000 constituents, including 33,500 students enrolled at two Universities and one Community College. The Uptown core of the City (see Figure 1) is a thriving mixed use centre that has been the fortunate recipient of several new development initiatives, including the recent redevelopment of the Waterloo Town Square, the Perimeter Institute, the Centre for International Governance and Innovation (CIGI), the Bauer Lofts (under construction) and more recently, the announcement of the new Balsillie School for International Affairs.

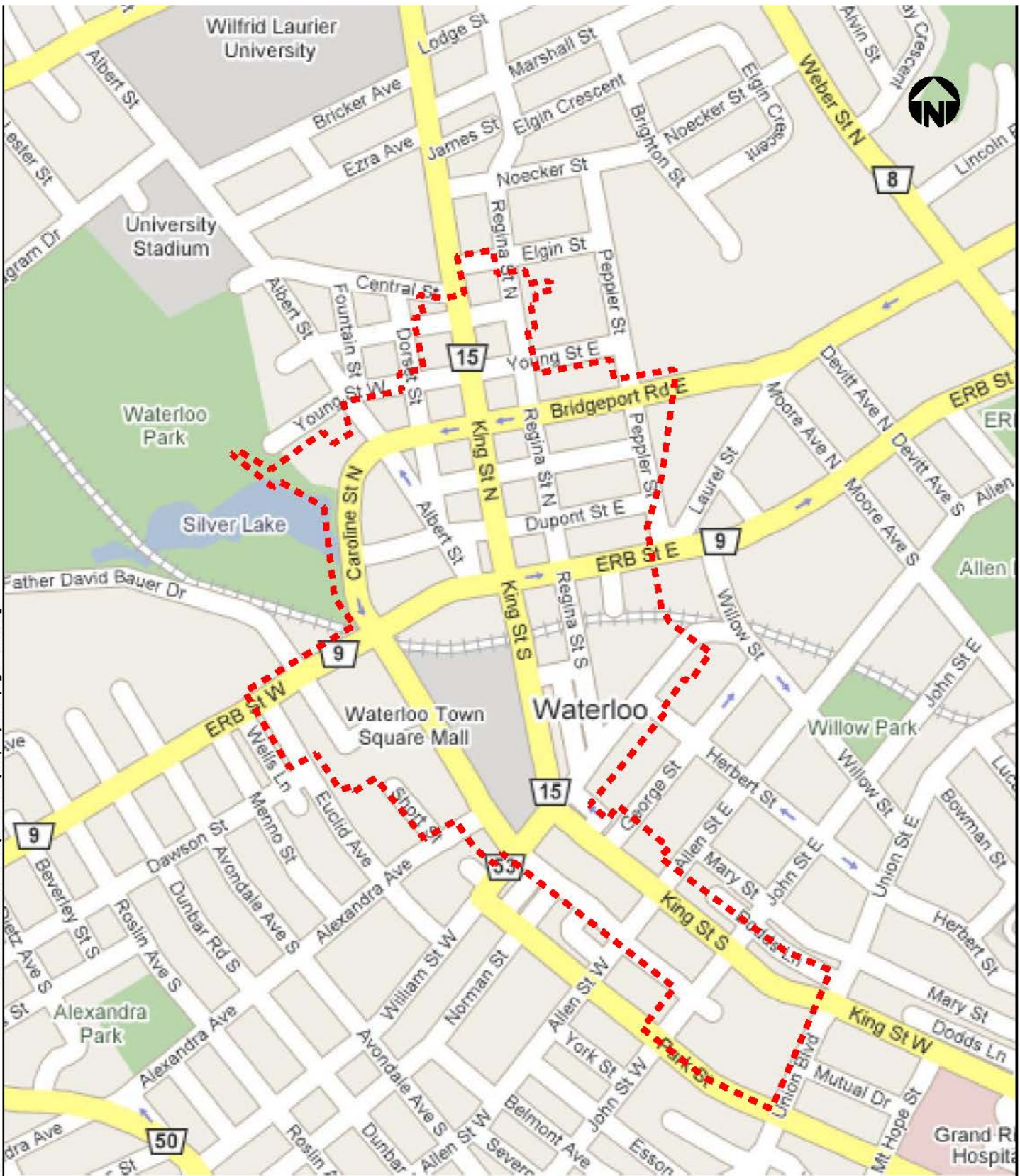
The recent redevelopment of Waterloo Town Square was an important public private partnership between the City and a major developer which served to reinforce the traditional downtown ambience of the core by transforming a suburban type shopping centre into an urban mixed use environment. The conversion of the municipal surface parking lot at King Street and Willis Way into an urban square in 2008 will complete the transformation of this important area.

The growing pace of redevelopment will create significant challenges and opportunities for the municipal parking services program in terms of supporting economic development and good urban design in the Uptown core. In order to facilitate additional development in an area where larger scale development sites are becoming scarce, the City will have to create a clear plan of action regarding the future role of the municipal parking system. Partnerships and collaboration will be a key ingredient in the success of the parking strategy.

The Regional government is currently embarking on the creation of a new Regional Transportation Master Plan (RTMP) that will seek to provide a more balanced transportation system with increased public transit services and the use of more active transportation modes such as walking and cycling. They are also actively planning the delivery of a rapid transit line that will pass through and link the Uptown core with Kitchener, Cambridge and St. Jacobs. In order to maximize the utilization and therefore, the return on investment of substantial public funds in new transit and active transportation initiatives as well as traditional road infrastructure, the RTMP will promote the use of Transportation Demand Management (TDM) principles and techniques to encourage less single occupant vehicle use. The City is also undertaking a TMP which dovetails with the RTMP to further enhance the emphasis on a balanced transportation system that seeks to maximize mobility through transportation demand management and the provision of viable alternatives to single occupant vehicle travel, especially during traditional peak commuter periods of the day.

At the same time, Community expectations are expanding regarding the protection of the natural environment through the application of progressive parking management practices, Transportation Demand Management (TDM) principles and the City's Environmental Strategic Plan. Reconciling these progressive community values with economic development objectives and cultivating an attractive, people friendly Uptown core is an important opportunity that will be challenging. With this in mind, the City of Waterloo's Strategic Plan 2007-2010, under the theme of "Our Living Environment", identifies the need to focus on transportation of all forms by implementing an Uptown Parking Strategy.

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STUDY AREA

----- Study Area Boundary



Figure 1

2.0 Stakeholder Consultation

The stakeholder consultation process for this study included an initial series of sessions with members of Council, City & Regional staff, several volunteer advisory committees and external community groups such as the Uptown Waterloo BIA and Grand River Accessibility Advisory Committee.

General public input was also collected through a Public Information Centre held on July 5, 2007 at the Waterloo Memorial Recreation Complex, emails to “uptownparkingstrategy@waterloo.ca”, telephone calls, written submissions, as well as the September 24 and November 19, 2007, Council Milestone presentations.

A synopsis of stakeholder comments includes:

- There is general agreement that there is sufficient parking available to meet current needs, although some would like to see more close by to meet their particular needs.
- Emphasis should be placed on making sure the existing system is being efficiently and effectively managed prior to considering new facilities.
- There is a lack of municipal off street parking to serve the area north of Erb Street that should be addressed prior to building more municipal parking south of Erb Street.
- Employees should pay for parking, on street should remain free, while some suggest that visitors should pay something in order to contribute to the cost of operation and encourage reduced auto travel.
- More bicycle, moped and motorcycle parking spaces should be considered for locations that are convenient and secure (e.g. Parkade) and that do not obstruct or create a hazard for people with accessibility challenges.
- There are not enough municipally operated “Accessible” parking stalls located conveniently throughout the Uptown area.
- Better attention needs to be paid to the design of parking equipment, doorways and paths that serve Accessible parking spaces.
- Improved walkways and sidewalks through parking lots need to be provided in order to encourage walking.
- Transportation Demand Management principles need to be considered in order to encourage transit, bicycle and moped use as well as car pooling.
- In order to maximize the return on investment in the new regional rapid transit initiative, it is important to develop parking policies that encourage commuters (employees) to take transit by making sure that parking is not oversupplied and is appropriately priced in comparison to transit.

- Additional emphasis should be considered for the provision of Auto share (e.g. Grand River Car Share) parking spaces including zoning incentives and parking pricing advantages for clients in order to encourage less automobile use.
- The City should minimize environmental impacts associated with its existing and new parking facilities.

A more detailed summary of the Stakeholder comments is provided in Appendix A.

3.0 Existing Conditions

Generally, the Waterloo zoning by-law requires property owners/occupants to provide parking and loading spaces on a proposed development site. However, there are many exceptions, including the historic Main Street type development along King Street and the Waterloo Town Square which was developed in partnership with City supplied municipal parking and recently redeveloped under the same principle.

Within the Uptown BIA boundary, there are approximately 3,372 parking stalls currently provided by both the City and private property owners. The City controls 2,403 stalls or 71% of the total supply, including 235 curbside spaces located on-street and 2,168 stalls located in 17 off street surface lots and one garage. The existing Municipal Parking System (MPS) inventory is illustrated on Figure 2.

3.1 Existing Municipal Parking Infrastructure Assets

The estimated *replacement* cost of the existing Municipal Parking System (MPS) is approximately \$15 million, a substantial public asset. In 2006, the system generated approximately \$685,000 in annual revenue. Operating costs were approximately \$575,000, resulting in an operating surplus of approximately \$110,000. The operating costs exclude major capital expenditures which are approved by Council on an as needed basis and funded from other sources, but does include surplus revenue contributions to the tax base.

In 2007, the MPS generated approximately \$755,000 in gross revenue, expenditures of approximately \$542,000 and net revenue of approximately \$213,000.

The 235 on street parking spaces are provided free of charge with a 30 minute to three hour time limit. The bulk of the parking along King Street and on the side streets immediately adjacent to it have a one hour time limit. The time limits exist to encourage turnover by short term customers and eliminate misuse by all day employee parkers.

Free parking is also provided in seven surface lots with a two hour maximum parking time limit, generally from 8am to 5 or 6pm Monday to Friday. Weekends and evenings, parking is free and unrestricted in duration. Only two surface lots (Dupont & Library) have paid parking charges at the rate of \$2.00 per hour from 9am to 9pm Monday to Saturday via Pay n Display (P&D) machines with no maximum. Outside these time limits parking is free of cost and duration limits.

The flagship 6-storey Uptown Parkade was built in partnership with the Region Municipality of Waterloo (RMOW) in 1992. It is owned and operated by the City of Waterloo under cost sharing provisions with the RMOW. The terms of the Parkade Master Agreement grant the RMOW an option to purchase an ownership share in the parkade on July 1, 2013 relative to the portion of parking in use by the RMOW at that time. Based upon current use, that would represent approximately two thirds ownership of the parkade. It offers 468 spaces including 319 dedicated exclusively to RMOW staff parking on weekdays and 149 for public permit and hourly parking. Evenings and weekends, all 468 spaces are available to the public at an hourly fee. Monthly permits offered include 24/7 and overnight permits. The Parkade currently incorporates an automated gated access, pay-at-exit system but staff are tentatively planning to replace this equipment with P&D machines in order to reduce peak hour exiting congestion, improve service levels and reduce operating costs.

The 149 stalls located on the first two levels in the Uptown Parkade are owned and operated by the City for hourly parking without any set time limit, seven days per week. From 8am to 9pm Monday to Friday the rate is \$2.00 per hour with a daily maximum of \$10.00. From 9pm to 8am and on Saturday and Sundays, the parking fee is a \$2.00 flat rate. Payment is made at a cashier on the way out of the garage or at the automated payment equipment.

Monthly parking is provided in 14 lots at rates of \$61.41 in paved surface lots, \$48.25 in unpaved surface lots and \$78.94 in the Uptown parkade, all rates excluding taxes. Including taxes, the rates are \$69.39, \$54.52 and \$89.21. Approximately 900 of the 2152 off street parking spaces are currently occupied by employees on a monthly basis.

City of Waterloo and Waterloo Public Library (WPL) staff are provided with free parking and no inter-departmental funding transfers are utilized to offset associated fixed costs. It is estimated that these employees occupy approximately 180 stalls on a regular basis. Complementary parking is also provided free to staff of several external community agencies. In addition, the City also provides free parking permits for the Bauer Lot to BIA Members under the “Park n Stride” pilot project. RMOW staff are provided with free parking in the Uptown Parkade in exchange for the RMOW share of annual operating costs in accordance with the Master Parking Agreement. The Region of Waterloo employees typically occupy approximately 200 stalls in the garage on a regular basis. Uptown Waterloo Business Improvement Area (BIA) members and members’ employees are provided with discounted parking in the Parkade.

Parking enforcement is conducted by the City’s By-law Enforcement Division within the Protective Services Department and Parking Services does not receive a share of enforcement net revenues.

3.2 Municipal Parking Organizational Structure

The City’s Parking Services Program resides within the Transportation Division of the Public Works Services (PWS) Department and is staffed primarily by the Parking Program Manager with minimal other support. Although the Manager is involved in some aspects of on-street parking management beyond the City’s Uptown, the City’s off-street parking facilities are located entirely in the Uptown and have traditionally been the primary focus of service provision and revenue. Financial, administrative and field operational support is provided to the Parking Program by City staff from other City departments/divisions/sections.

In 2006 the City of Waterloo underwent an Organizational Review. However, it was recognized that the Parking Services Program required more extensive analysis than the Organizational Review would provide and the Parking Program component was incorporated into the Uptown Parking Strategy project.

3.3 Uptown Parking Utilization Characteristics

In September and October 2006, Paradigm Transportation Solutions Ltd. conducted detailed parking utilization surveys of the entire public and private parking inventory described earlier.

During the weekday peak period (i.e. Monday to Friday) overall occupancy of both private and public parking in the BIA study area reached approximately 52% (i.e. 1760 parkers), leaving 1378

vacant stalls. During the weekend, overall peak occupancy reached only 24% (i.e. 803 stalls), leaving 2569 vacant stalls. A summary of the 2006 utilization surveys is provided below in Table 1.

The utilization of the off-street Municipal Parking System (MPS) during the weekday period reached approximately 55% (i.e. 1108 parkers), leaving some 907 vacant parking stalls. These statistics exclude the 180 space unpaved Bauer Lot opposite the Waterloo Memorial Recreation Complex (WMRC) which has minimal regular use due to the distance from the King Street core area.¹ However, the Bauer lot is used for special event parking for WMRC, material storage for Parks Services, and snow storage for Transportation Services. Seventy eight Bauer Lot permits have been issued free to BIA members (employees) under the Park n Stride Pilot project. Staff spot checks indicate that average utilization is about eight cars, with a maximum of 20 permit holders observed on occasion.

Generally speaking, there is sufficient parking in the Uptown area on an overall basis. However there are localized areas where the parking supply is heavily utilized such as the King Street strip north of Erb and the core area lots south of Erb, between Caroline Street, William Street and the east BIA boundary.

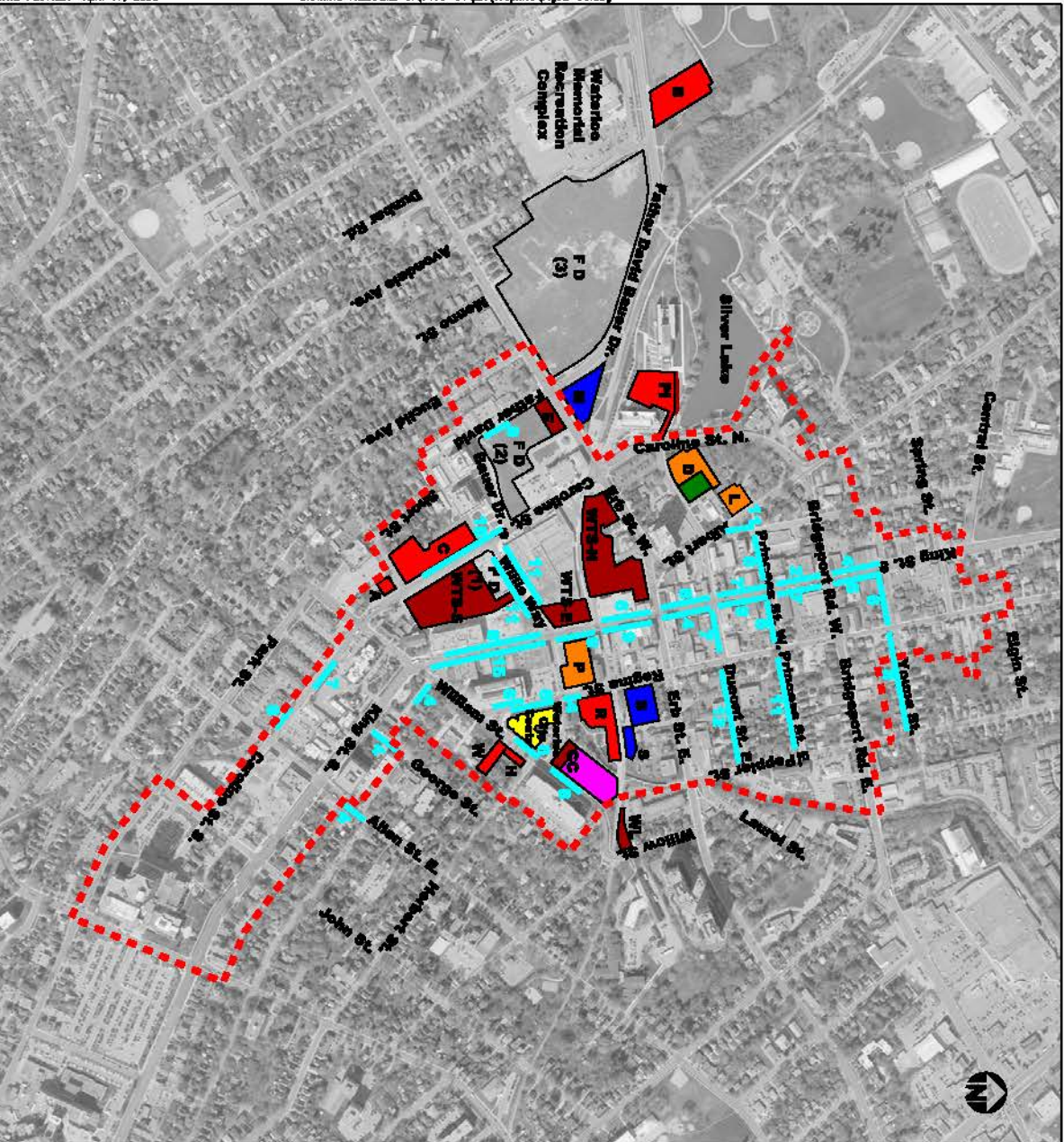
The City portion of the Uptown Parkade is programmed to serve permit holders, and short term customers who require parking time in excess of the two hour free parking limit in designated surface lots. It is important to note that the Parkade is the only source of parking where visitors (excluding monthly permits) can park in excess of three hours. This is an important service offering – necessary for encouraging tourists, shoppers and other visitors to spend substantial time in the Uptown. There are regularly approximately 50 vacant spaces in the second level of the garage during weekday daytime periods.

**Table 1
Uptown Parking Utilization – Fall 2006**

Time Period	On street	City Off Street	Total Public & Private Off Street
Weekday Peak Period	160 (68%)	1108 (55%)	1600 (51%)
Weekend Peak Period	176 (75%)	500 (25%)	627 (25%)

Since the fall of 2006, it appears that demand for monthly employee parking has increased by approximately 150 stalls due in part to the lease up of space in the City Hall building and elsewhere, increasing the weekday *off street* parking occupancy to roughly 1250 spaces or approximately 62% of the supply, excluding the Bauer lot. Parking Management staff have been overselling monthly permits in response to the recommendations in the Phase One Parking Utilization Study completed in 2006 in order to accommodate some of this additional demand.

¹ The 2006 Paradigm surveys excluded the Bauer lot, and included the former lot on the Sunvest Realty site which was operated by the City prior to being developed with commercial/residential uses.



**City of Waterloo
 Parking Lots**

Aurora Lot (A) 16 Spaces Permit Parking Mon-Fri 8am-5pm Overnight Permits (Mon-Fri Only)
Bauer Lot (B)-Upgraded/148 Spaces Permit Parking Mon-Fri 8am-5pm
Central Lot (C) 142 Spaces Permit Parking Mon-Fri 8am-5pm Overnight Permits (Mon-Fri Only)
City Centre Lot (CC) 181 Spaces 2 Hr Free Parking Mon-Fri 8am-5pm
Diaper Lot (D) 118 Spaces Permit Parking Mon-Fri 8am-5pm Pay & Display Machine Mon-Sat 9am-5pm \$1.50/hr
Eth Lot (E) - Upgraded Temporary Lot 24 Hour Permits 20 Spaces Mon-Sat 9am-5pm \$1.50/hr
Heikert Lot (H) 12 Spaces Permit Parking Mon-Fri 8am-5pm
Library Lot (L) 22 Spaces Permit Parking Mon-Fri 8am-5pm Pay & Display Machine Mon-Sat 9am-5pm \$1.50/hr
Museum Lot (M) 62 Spaces Permit Parking Mon-Fri 8am-5pm 2 Hr Free Parking Mon-Fri 8am-5pm
Perimeter Lot (P) 48 Spaces Permit Parking Mon-Fri 8am-5pm
Regina Lot (R) 116 Spaces Permit Parking Mon-Fri 8am-5pm
Station Lot (S) 100 Spaces Permit Parking Mon-Fri 8am-5pm 2 Hr Free Parking Mon-Fri 8am-5pm
Waterloo Town Square (WTS-M-E-S) North, East and South Lots 2 Hr Free Parking Mon-Fri 8am-5pm Permit Parking Mon-Fri 8am-5pm (WTS-S Lot Only)
Willow Lot (W) 26 Spaces Permit Parking Mon-Fri 8am-5pm
Willow Lot (WA) 14 Spaces Permit Parking Mon-Fri 8am-5pm
Utzow Parkade (U) 488 Spaces \$1.50/hour Maximum \$9.00/day 24 Hour Permits Overnight/Weekend Permits
ON-STREET PARKING 288 Parking Spaces
TOTAL MUNICIPAL SUPPLY 2,500 Parking Spaces

ALL SURFACE LOTS
 No Parking 2:30 am to 6:00 am
 Free Parking all other times unspecified

EXISTING MUNICIPAL PARKING INVENTORY

Figure 2

4.0 Future Development Parking Demand

4.1 Recent and Near Term Significant Developments

The City of Waterloo Uptown core is attracting significant new development, especially in the form of high end research/teaching employment and financial/strategic business advisory services. In addition, new higher density residential development is under construction in the south Uptown core (Bauer lofts)² and just west of the Uptown, the Auburn Barrel Yards development³ is approved for construction.

4.1.1 Waterloo Town Square

In 2005/06, Waterloo Town Square (WTS) was substantially redeveloped into an urban mixed use commercial centre with traditional street related retail, service commercial and office space in partnership with the City of Waterloo which contributed land and parking as well as a new public street. Prior to redevelopment, WTS was an aged suburban style shopping mall with an office building set back well from the street edge, surrounded by surface parking lots which the City of Waterloo owned. The City agreed to a land swap in order to allow First Gulf Group to demolish a large portion of the existing mall and office building and replace it with new three storey commercial buildings fronting King Street. The new buildings are located on the former municipal parking lot while a large portion of the consolidated surface parking, now located behind the buildings, is located on land previously occupied by the mall. This redevelopment project was accomplished under the terms of a 50 year Parking Agreement between the City and WCI Holdings Inc, dated June 6, 2005, which describes the provisions for accommodating this parking on the Waterloo Town Square South Lot in the form of a garage.

The City invested some \$2.5 million dollars in rebuilding the parking lots and constructing Willis Way as a new urban street connecting Caroline Street to King Street, thereby increasing pedestrian and vehicle connectivity, but also creating valuable street frontage for additional traditional street related urban development.

Most of the surface parking associated with this redevelopment project is owned and operated by the City for general use by the public, as well as the visitors and employees in Waterloo Town Square.

A future development parcel owned by First Gulf Corporation along the south side of Willis Way is presently being used as a 75 stall temporary surface parking lot. New development on this site will require additional parking according to the current by-law standards. Given the narrow size and shape of the parcel, it is likely that most, probably all, of the parking required will have to be provided off site if any substantial density is to occur.

² 128 apartments, 9,977 sq. metres of office space and 3,956 sq. metres of ancillary retail restaurant and service space.

³ Some 1000 apartments, approximately 280 long and short stay hotel rooms and approximately 230,000 square feet of office and commercial space (including a maximum of 15,000 sq.ft. of DSTM retail).

4.1.2 Perimeter Institute

In 2004, the Perimeter Institute was constructed on the site of a former City arena and surface parking lot. The existing surface lot is owned by the City. On weekdays, the vast majority of the lot is presently offered only to employees and visitors to the Perimeter Institute. Approximately 24 stalls are available to the general public and/or Canadian Clay and Glass Museum staff and guests. At all other times, the lot is fully available to the general public.

4.1.3 Centre for International Governance & Innovation

In 2003, the CIGI was constructed by incorporating the historic Seagrams Bonded warehouse into a new building to house this research facility in the Uptown. Approximately 90 surface parking stalls are provided on the remaining Seagrams site for use by this facility.

4.1.4 Sunvest Realty Development

In 2007, Sunvest Realty constructed a mixed use office/residential building on a parcel of land that was purchased from the City and previously used as a 36 stall surface parking lot to serve the Sole restaurant and Seagram lofts as well as area development. The parking demand that was accommodated in this lot is now served by the City owned Museum lot. The new development is self sufficient in terms of meeting its zoning by-law requirements and represents the type of built form that can be expected if new developments are not able to meet a portion or all of their parking needs in strategically located municipal public facilities, which in turn, would enable a more compact urban development form.

4.1.5 Balsillie School of International Affairs

In August 2007, the City agreed to lease up to 3.5 acres of the former Seagrams distillery lands to permit the development of the Balsillie School of International Affairs. The project is a joint venture with CIGI and the universities of Waterloo and Wilfrid Laurier and will provide a 25,000 sq.ft. school as a first phase. It is intended that this site be self sufficient in meeting zoning by-law parking requirements. There is also a requirement to provide 90 parking stalls for the Centre for International Governance and Innovation described above.

This land parcel appears to be the last large scale vacant development site in the Uptown area.

4.1.6 New Public Square

The WTS 68 stall east lot will be replaced with a new urban square in 2008. The new WTS South lot together with the new on street parking along Willis Way resulted in an increase in capacity sufficient to absorb this demand.

4.2 Vacant Space Infill Potential

There is very little vacant retail space in the Uptown area to generate significant new peak period parking demand should it be occupied.

There are two significant office floor space vacancies in the Uptown that will generate new parking demand when occupied including:

- approximately 40,000 sq.ft. soon to be occupied in the Marsland Centre.
- approximately 15,000 sq.ft. vacant space in the Allen Square

The Allen Square has secured an arrangement with the City and Region to lease a total of 100 stalls, including 45 in the top level of the Uptown Parkade from the Region, 20 stalls on floors one and two of the garage from the City and 35 stalls in the Regina Lot from the City. These permits are additional to 15 parkade permits and 10 Regina lot permits held by Allen Square under the City's standard monthly rental program. This collaborative arrangement was initiated and negotiated by City staff to optimize the use of the parkade and to provide economic development assistance to a building owner in securing new tenants for the core.

Together these office vacancies could generate a new demand for approximately 165 parking stalls, increasing the weekday *off street* MPS occupancy level to approximately 65%, leaving some 740 vacant stalls, including some 180 on the Bauer lot.

In order to provide parking customers with the ability to find parking in a reasonable amount of time and to absorb modest fluctuations in demand, the existing parking system should operate with a practical vacancy level of approximately 200 stalls. Therefore approximately 540 stalls will be available to support new development in the Uptown. Although the location of some of these vacant parking stalls (i.e. 180 on the Bauer lot) may not be able to practically support new development, the City can proactively manage the allocation of the supply in order to maximize the utility of the spaces.

4.3 Future New Development Potential

4.3.1 North Uptown Area

There are no obvious vacant redevelopment sites in the area north of Erb Street, except for several existing private parking lots. The City has two parking lots on the west edge of the Uptown area – the Dupont and Library lots. The Library Lot is small, while the larger Dupont lot at Caroline and Dupont is somewhat remote from the King Street core area. A closer review of the area north of Erb between Dorset and Regina indicates that there are ten private parking lots which might be redeveloped over time if the challenge of replacing the existing parking and supplying new parking can be overcome. Because of the small size of most of these parking lots and the fragmented land ownership pattern⁴, it is very unlikely that many of them could successfully redevelop their parking lots without the presence of a municipal parking garage or lot in the area to provide economic development assistance, much like the City has already done with several lots south of Erb Street.

Assuming that each of these sites developed with three storey buildings, approximately 360,000 sq.ft. of floor space might be possible. This could provide approximately 120,000 sq.ft. of ground floor retail space, 120,000 sq.ft. of second floor office space and 120,000 sq.ft. (120 units) of third floor residential space. This development would generate a demand for approximately 600 parking spaces for the commercial uses and 120 spaces for the residential uses.

If we assume that the residential uses are self sufficient in meeting parking needs, up to 600 parking spaces would be required in strategically located municipal parking facilities in the general area in order to facilitate the development. Unfortunately, the City does not have any municipal off street parking lots located in the King Street corridor north of Erb Street on which a parking garage might be constructed. In addition, the lack of publicly available short term parking in this area (other than a

⁴ Most of the potential development sites consist of surface parking areas, with the land parcel sizes ranging from 350 to 1500 sq. metres.

few on street parking spaces) makes it difficult for customers to find conveniently located parking without utilizing private parking facilities which are not associated with the business being visited. A substantial portion of the new demand that could be generated by the new development described earlier will be for longer term employee parking that can be located some distance from King Street (i.e. approximately 400 of the 600 stall demand). However, demand will also be generated for additional short term customer parking (i.e. approximately 200 stalls) in an area where the municipal supply is very limited.

In order to meet the parking challenges described above, the City could partner with developers/builders (through payment in lieu contributions) to provide relatively efficient one level parking decks over the Dupont lot and the Waterloo Town Square North lots that might generate approximately 100 stalls each for a total of 200 stalls. This additional supply would serve primarily long term employee parkers given the distance of the sites from King Street. However, some existing long term parkers might be persuaded to relocate from private surface lots near King Street, which could indirectly free up a modest amount of short term customer parking. The additional 400 stalls would have to be provided in a multi level parking garage similar to the existing Uptown Parkade on land assembled by the City east of King Street. The City might also consider increasing the size of the multi level garage assuming a site of sufficient size and shape can be acquired, thereby eliminating the need for one of the two single level decks described earlier. The capital cost of providing these stalls would be approximately \$15.0 million.

Figure 3 provides a conceptual illustration of the potential North Side development and municipal parking garage options.

In order to improve the supply of publicly available short term parking for customers visiting the north Uptown area, the City should initiate discussions with the Region regarding the placement of some on street parking along Bridgeport Road and Erb Street. Figure A1 in the Appendix illustrates the potential to provide approximately 24 on-street spaces along the south side of Erb Street between Albert and Peppler Streets as well as approximately 16 spaces on the south side of Bridgeport Road between Dorset and Regina Streets. The spaces on Bridgeport and Erb would be prohibited from use during the 7 to 9am and 4 to 6pm peak commuter periods. These spaces are located on regional roads which will require approval from the Region. Regional staff have indicated their general agreement in principle with the concept, but they will likely require a public meeting or stakeholder contact in order to solicit comments from that the businesses that would be directly impacted by the placement of the parking, prior to seeking regional council approval.. We have also illustrated the potential to provide approximately 19 additional on street spaces in the vicinity of the Library on Caroline Street north and Dupont Street, both City streets. In total, approximately 59 spaces may be possible, which represents a 25% increase in the existing 235 space on street supply. The exact number of spaces may vary once a detailed implementation plan is prepared that addresses design and location issues related to sight lines for driveways and drivers travelling along the street and any conflicting utilities located along the street edges.

The City currently provides on street parking free of charge. In most downtown areas, on-street parking usually represents a significant revenue source that can be utilized to help fund more expensive parking infrastructure such as the parking garages described above. Therefore, the existing on street free parking program, while no doubt popular, restricts the ability of the City to generate funds for future parking infrastructure improvements. On street parking is almost always the most convenient and preferred parking for short term customers and should generally be priced to reflect such premium service and to ensure that it is not misused by longer term parkers, especially

employees, who should be directed to off street lots and the upper levels of parking garages. Given, the shortage of public short term parking in the area north of Erb Street and the need to generate funds for future parking infrastructure, it is recommended that the new on street parking spaces described above be operated as paid parking with a rate of \$2.00 per hour with a maximum time limit of 2 hours. This parking might generate as much as \$90,000 per year in additional revenue.

In addition to the provision of new on street parking, the City should also construct a single level deck on the Dupont lot with approximately 100 stalls. This approach would allow the City to provide a development stimulus in the area sooner than might be possible with the larger multi level garage and would also allow parkers from existing private lots east of King to be transferred during construction of a garage east of King Street.

The City also needs to undertake a review of potential sites for a 400 to 600 stall garage east of King Street and north of Erb Street, similar in scope to the existing Uptown Parkade. The proactive identification and acquisition of such a site will enable the City to provide a location for public parking, thereby acting as a development catalyst.

4.3.2 South Uptown Area

The only significant vacant development site in the South Uptown area is the Waterloo Town Centre future development parcel described in Section 3.1. This site could develop up to 25 storeys according to the existing zoning by-law with office, retail, restaurant and service commercial uses or a hotel and apartment development. If First Gulf chose to construct a similar building to the two already successfully developed along King Street, approximately 75,000 sq. ft of additional commercial space could be created in three storeys, which would generate a demand for approximately 200 parking stalls. While it might be technically feasible to provide some of the parking required under the new building, it would be an expensive alternative to meeting the parking needs in a new above grade garage constructed on the WTS South lot as contemplated in the development agreement with Waterloo Town Square. Alternatively, a much smaller commercial development of maybe 10,000 sq.ft. could be provided along with enough parking in an on site lot.

All of the remaining potential development sites of any magnitude are existing surface parking lots which currently are used by people working and visiting the Uptown.

In the southeast quadrant of the Uptown, the three largest sites are City owned parking lots, including the City Centre lot behind City Hall and the Regina and Station Lots along Regina Street. A fourth site could be the private paid parking lot located in the south west corner of Regina Street and Willis Way. In order to facilitate redevelopment of these surface parking lots with buildings, the existing parking demand would have to be accommodated in a new garage, and some additional parking to serve some of the new demand generated by the buildings would also have to be provided. The City Centre lot has the best size and shape to accommodate a new garage as efficiently as possible and would serve as a catalyst for new development on the other three surface parking lots.

In the southwest quadrant, the only potential development sites are three City parking lots, including the WTS South and two Caroline Street lots. The WTS South lot is the best size, and location to provide a parking garage that would serve as a catalyst for new development on the Waterloo Town Square Willis Street site and the two Caroline Street parking lots.

While there are several possibilities for future development on each of the surface lots just described, the most demanding in terms of requiring new City parking garages would be commercial development that supplies little if any parking of its own on site. Figure 4 provides a Conceptual illustration of the potential future development that might occur, assuming that each of the sites include three storey commercial buildings, with the exception of the Caroline South lot which would include residential apartment development to reflect it's existing zoning designation. Approximately 370,000 sq. ft. of retail / commercial space and 90 residential units might be developed on the sites indicated, almost all of which are existing surface parking lots (including four [4] owned by the City). This concept indicates that the City could construct two public parking garages with up to 1250 stalls to support new development on the other six development sites, including 750 spaces in the WTS South lot and 500 spaces in the City Centre lot. It is possible that the WTS South garage could be reduced by approximately 100 stalls and the City Centre lot by approximately 150 spaces if a developer found it economically feasible to provide more underground parking on site.

Should any of the commercial sites become predominantly residential, the parking garage requirements would be reduced further. For example, if the Caroline Street lots were both developed predominantly as residential, then the WTS South lot garage might only have to supply approximately 600 stalls. Similarly, if the Regina and Station Street lots developed predominantly as residential apartments, then the City Centre lot garage could be reduced in size to approximately 400 stalls.

To summarize, in order to facilitate redevelopment on existing surface parking lots, the City might need to provide up to 1,000 to 1,250 stalls in two public parking garages in the *south* Uptown area. The estimated construction cost of those garages would be approximately \$25.0 to \$31.0 million in 2008 dollars.

4.4 Future Municipal Parking System Requirements

As described above, the City should actively plan for the expansion the MPS with up to 1850 parking stalls in two new single level parking decks and three new garages in order to facilitate the redevelopment of underutilized public and private land in the Uptown. This would bring the total MPS off street supply to 3,083 parking stalls – an increase in size of 42%.⁵

These garages will, in turn, facilitate the following development in the Uptown:

- 610,000 sq. ft. of office / commercial space
- 210 residential units
- with an approximate building value of \$144 million;

providing:

- 2,000 new employees;
- 315 new residents

in the Uptown BIA,

generating:

- approximately \$940,000 / year in new City realty taxes.

⁵ The net increase in parking is 983 stalls, because the Caroline Station and Regina Street lots are connected to development sites (minus 401 stalls) and the new garages on the WTS – South area. In addition, City Centre lots include the existing surface lots (minus 466 stalls). The Waterloo Town Square East Lot is converted to Public Square (minus 68 stalls).

The exact mix of residential versus commercial development may vary depending upon market conditions.

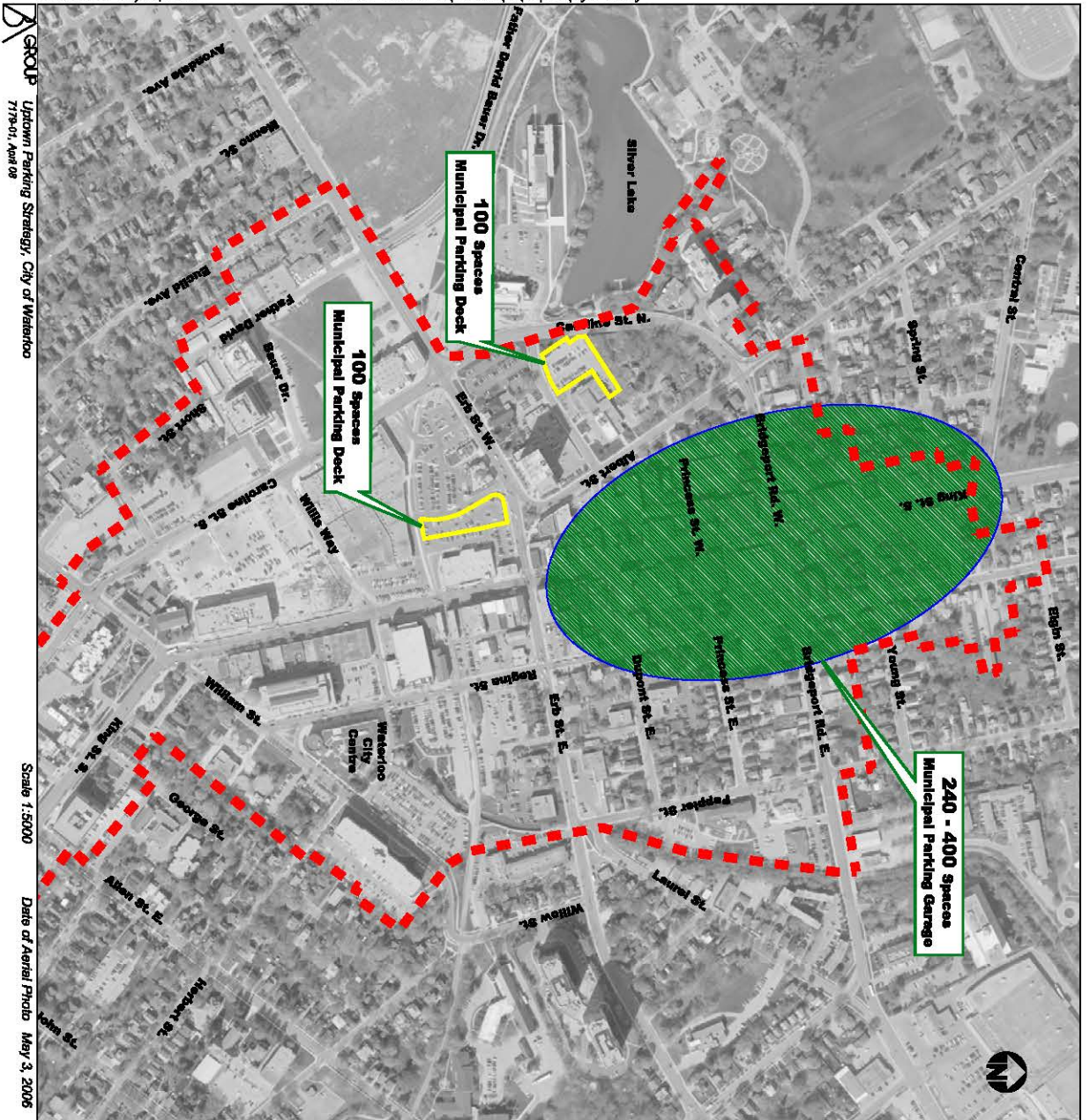
While the exact timing or need for each of the garages will be determined by market demand, it is clear that additional parking is required immediately in the area north of Erb Street to provide additional short term parking and encourage redevelopment or infill on smaller land parcels. It also appears that the demand for new development south of Erb will likely be focused in the area west of King Street in the short term, given recent activity on the Seagrams lands and interest in new development expressed by First Gulf Group for the Waterloo Town Square South site.

The estimated capital cost of providing the future MPS as just described would be approximately \$40.0 to \$46.0 million (2008 dollars). All of this new parking infrastructure is not be required immediately, but will likely be phased over a ten year period or longer. Most municipalities are operating under fiscal restraints in terms of funding major capital expenditures and as a result usually wish to operate the municipal parking system on a self sustaining or utility model basis. This approach not only encourages reliable and sustainable financial planning, it also facilitates public private partnerships and allocates the costs of providing the parking system between builders, parkers, and the City. It also allows all parties to benefit from the cost efficiencies achieved through the use of shared parking facilities, economies of scale in building and operation as well as lower cost municipal financing compared to private sector finance costs.

A substantial portion of the cost could be funded from existing municipal parking lot land sales, payment in lieu contributions from developers, a portion of the realty taxes from new developments and parking user fees. The City also has the ability to collect a modest amount of money from development charges, which would fund less than 5% of the total capital costs. The details of these funding options are described later in the report.

It is important to note that some of the future need for parking described above can be reduced by other initiatives, including improved transit service and coincident transportation demand management measures to encourage increased car pooling, transit ridership, walking and cycling. These important initiatives are described further in section 5.0.

The City should also consider the incorporation of grade level mixed use development in its garages in order to enhance the aesthetic aspects of the structure and provide street oriented commercial development activity in the core area. In some cases, it might also be worth exploring the incorporation of limited second floor level office space as well.



Scale 1:5000 Date of Aerial Photo May 3, 2006

Uptown Parking Strategy, City of Madison

**CONCEPTUAL ILLUSTRATION
NORTH SIDE DEVELOPMENT POTENTIAL
AND GARAGE OPTIONS**

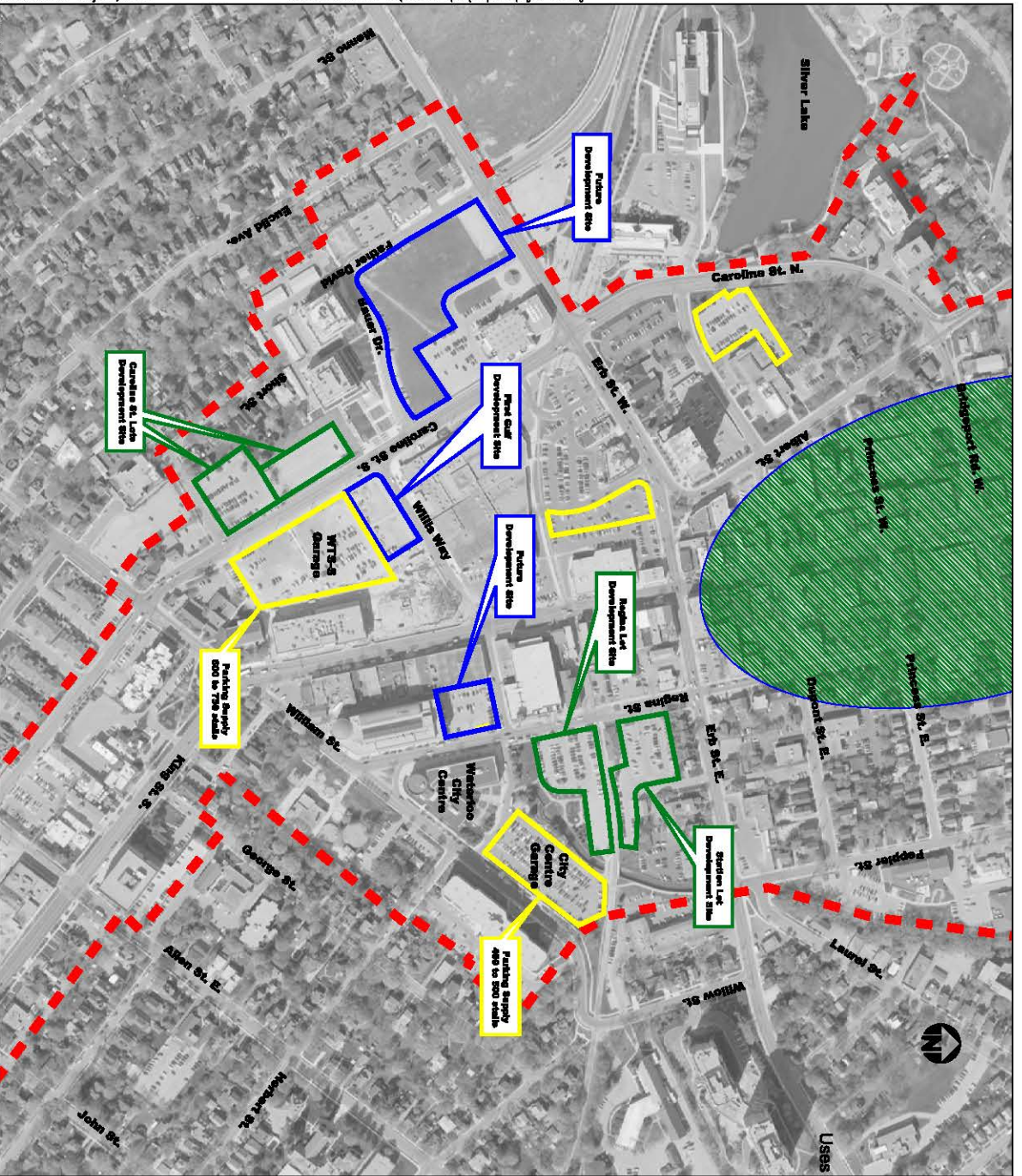
-  Potential Development Sites
-  New Garage Sites
-  Study Area Boundary

Potential Development Statistics

Uses	Floor Area (sq. ft. / Residential Units)	Project Peak Parking
Retail	120,000	300
Office	120,000	300
Residential Unit	120,000 (120 units)	0
TOTAL		600

1. Residential parking demand (120 parking spaces) will be provided on-site.
2. The projected peak parking demand for office / retail uses was generated using an average parking demand rate of 2.5 parking spaces per 1,000 sq. ft. of floor space.

Figure 3



Uses

Potential Development

Retail/Commercial 370,000 Sq. Ft.

Residential 90 units

 Potential Development Sites

 Private Future Development Sites

 Potential Municipal Development Sites

 New Garage Sites

 Study Area Boundary

**CONCEPTUAL ILLUSTRATION
SOUTH SIDE DEVELOPMENT POTENTIAL
AND GARAGE OPTIONS**

Figure 4

5.0 Parking and Transportation Demand Management

Parking is not only an important economic development and urban design tool, it can also be a powerful tool in Transportation Demand Management (TDM).

As transportation planners and government officials have increasingly realized, there is a limit to the amount of road and freeway infrastructure that can be constructed from a financial and environmental sustainability perspective. More emphasis must be placed on developing effective transit service and on managing transportation infrastructure in a more efficient manner through TDM policies and techniques. The provision of parking services is an important but often overlooked component in this process.

Parking related TDM policies and techniques include:

- provision of specially designated car and van pool stalls in convenient locations.
- provision of parking stalls for bicycles and motorcycles.
- reduced parking fees for car/van pooling.
- full cost pricing for parking facilities at the individual user level.
- parking cash out & reduced cost transit benefits.
- parking pricing that is the same or higher than transit fares.
- construction of parking facilities for shared use by many users.
- policies that encourage the use of structured parking and minimal stall sizes to conserve resources and create a compact urban form.
- cash in lieu of parking provision payments.
- implementing parking supply limits in zoning ordinances.
- co-ordinating parking supply strategies with transit initiatives.

Many of these policies and techniques can be applied to Uptown Waterloo in order to encourage reduced single-occupancy vehicle use over time.

Significant costs are incurred to purchase the land for parking, build it, as well as maintain and operate it. When parking is provided to the user free of cost, the driver is not able to fully appreciate the real cost of the service. Like most goods and services, demand for parking will not be restrained if it is free or very low in cost. In many cases the actual cost of parking to the driver is hidden or subsidized through the rents that are charged for retail, office and residential space. In the case of retail space, the higher rents that result are passed onto the consumer in the prices for goods in the store. In the case of office space, the cost is passed on in the form of higher prices for the service provided or if government offices, in the form of higher taxes. In some cases, free parking discourages the owner of the parking to spend the money that is necessary to provide well designed, maintained and operated facilities. The cost of parking for housing is directly borne by the owner or passed on to the tenant in the rental rate. Excessive parking, whether required by municipal regulation or supplied by the developer increases the cost of housing. This is especially of concern for affordable housing projects where the cost of parking can be more than the land cost per unit and make the rental or purchase cost higher than it need be.

Free and abundant parking encourages people to drive alone rather than car or van pool, be dropped off or picked up, walk, cycle or take transit. When parking is provided free of cost to the user, but public transit is not, public transit is at a substantial marketing disadvantage.

In order to encourage car/van pooling, walking and transit use, the use of parking should be moderated in terms of supply and through visible parking costs that the user pays directly for. In order to encourage efficient use of parking resources, reserved parking should be minimized if not eliminated. Where provided, it should command a premium price.

One way to reduce parking supply need and peak hour vehicles on the road is to provide a significant number of designated car and van pool stalls in place of (not in addition to) parking stalls for single occupant vehicles. If these specially designated stalls are more conveniently located, attractively designed and strictly enforced for use by multiple occupant vehicles only, people will be encouraged to consider car or van pooling. In order to facilitate the co-ordination of vehicle sharing, large employers, parking facility owners and/or municipal government agencies should provide personnel and computer software to match people up in terms of cost, time, and travel route. The ridesharing program should also be marketed in brochures, advertisements and in human resources presentations. Where parking charges are in place, an additional powerful incentive to use car/van pooling stalls would be to offer such parking at substantially reduced rates or even free of charge. The provision of HOV lanes on arterial roads and highways, should be combined with an effective ridesharing program as described above in order to maximize the benefits associated with the capital investment in HOV lanes.



Van Pools reduce parking demand

Photo Credit: Colin McConnell/Toronto Star

Specially designated and conveniently located parking stalls for bicycles and motorcycles/mopeds should also be provided in order to encourage people to use these alternative transportation modes. Similar to car/van pool stalls, these parking spaces should be provided instead of, not in addition to normal parking stalls. Where parking charges are in place, reduced rates should apply to motorcycles/mopeds and parking for bicycles should be provided free of charge.

In order to provide public transit with a marketing advantage to maximize the utilization and return on public investment in transit infrastructure, the price of a parking stall to the actual user should be

at least the same as the cost to use public transit. For example, if transit fares are \$2.50 each way, then parking costs should be at least \$5.00 per visit, preferably more.⁶ If a monthly transit pass is \$60, then the cost of monthly parking should be at least \$60 as well, preferably more. In Waterloo, the cost of a monthly transit pass is \$58 including taxes. A corporate pass is also available at a rate of \$49.50 per month. Monthly parking rates in the MPS are \$61.41 (\$69.39) for surface lots, \$78.95 (\$89.21) for Uptown Parkade and \$48.25 (\$54.52) for remote unpaved lots, without and with taxes respectively. Therefore, Waterloo's pricing structure is generally more expensive than a transit pass, which is a good TDM supportive measure. City or Regional government staff all currently receive free parking in the various surface lots which does not encourage reduced automobile use and represents a loss of significant funding for the parking system and TDM programs.

It is also important to make sure that public transit service is competitive with the car in terms of hours of operation, frequency of service and geographic coverage or the benefits of parking pricing may not be fully realized. The Grand River Transit System generally supplies a good level of service to the Uptown, particularly with its Express Bus Service along the King Street corridor. As the Region completes its plans for the Rapid Transit initiative linking the three local municipalities, it will be important to maintain an employee parking pricing policy which encourages transit use by making parking fees significantly higher than transit fares. This, along with supply management practices will help to maximize ridership potential on the new system, thereby maximizing the return on investment of public funds.

In many cases, the actual cost of building and operating parking will be higher than the cost of a public transit trip. When this is the case, the full or higher actual cost of providing the parking should be charged directly to the user and not subsidized at the expense of the transit rider, walker or car/van pool user. This pricing strategy is especially important to apply to monthly employee parking which recurs on a regular basis and contributes to traffic congestion.

In environments where parking is typically provided free of charge, employers could offer employees the option of cashing out the benefit of free parking. For example, the actual cost of providing parking could be calculated on a monthly or annual basis and this amount could be provided to an employee who elects to take transit. Alternatively, employers could offer transit passes free of charge or at subsidized rates to encourage transit use.

⁶ The total cost of driving includes not just parking fees, but the ongoing financing and operating cost of the vehicle. However most people view the fixed costs of owning vehicle as sunk costs and at best only consider the cost of fuel in terms of commuting expenses.



Paid Parking is a powerful TDM tool

In general, the use of consolidated or shared parking facilities rather than many individual facilities will usually result in more efficient use of the parking and reduced capital and operating costs. It will also facilitate the provision of ancillary services such as car washes, minor auto maintenance, dry cleaners, coffee and snack vendors, car rentals, and other services.

Multi level parking structures will also minimize the consumption of land and facilitate more compact urban development that can in turn be made more pedestrian friendly and easier to serve with public transit. Parking stall sizes can also be minimized in order to conserve space and capital resources, especially parking that is used solely for long term employee use.

In downtown areas or transit oriented development nodes/corridors, strategically located and shared parking facilities provided by municipal government can be encouraged by municipal planning policies and zoning by-laws which allow builders to provide a cash payment to the municipality in lieu of providing parking for a building on the same site. This will reduce the proliferation of many small parking facilities, facilitate the intensification of building sites and promote good urban design.



Shared Parking Facilities reduce costs and facilitate higher density development

Municipalities also have the ability to limit the amount of parking that is allowed for each development, although this statutory power is rarely exercised except in very large and densely built up urban areas. In the Waterloo context, this measure is unwarranted at the present time. However, it should be noted that limiting the supply of parking will encourage people to use car/van pooling, walk, take transit or bicycle. It will also encourage the use of parking fees to ration the use of the limited supply. Therefore, the City should encourage the reduction of surplus capacity in its municipal parking facilities by proactively managing the system to increase utilization or reallocate the use of lots in order free up underutilized land resources for new development that will generate people living or working in the core area and new realty tax revenue.

When access to parking is limited by supply and or price, it is extremely important that effective alternatives to driving are in place and that they are customer service focused in order to avoid driving businesses out of an area. The ultimate goal of Transportation Demand Management is to provide a well co-ordinated access system which provides competitive transportation options for commuters and visitors. This will increase the productivity of an area by making the commute more convenient, cost effective and less stressful as well as improve the environment by reducing congestion. It will also facilitate more efficient use of land and effective urban design. The probability of success will increase when all transportation services are planned and co-ordinated as a whole, preferably through one umbrella organization. Parking planning, design, management and operation are very important parts of this system. This is where Transportation Management Associations or organizations can be effective as described below.

Transportation Management Associations (TMA's) can be an important force in facilitating the delivery of transportation alternatives for employees, business owners and visitors to urban areas,

particularly when the stakeholders are concentrated in a geographically defined area such as the Uptown core.⁷

TMA members usually consist of large private and public employers, area (downtown) business associations, merchants groups, and educational institutions. Examples include hospitals, colleges, universities, large corporations or building landlords, municipal and state/provincial governments located in a specific area. Some TMA's simply act as a co-ordinating body for car/van pooling on behalf of many members. Other TMA's act as the member's representative in advocating for transportation improvements serving an area, particularly new public transit services, so that dependence on automobile travel can be reduced. More sophisticated TMA's perform many functions, including:

- car/van pooling co-ordination and operation.
- transit pass sales including discounted bulk purchases for large groups.
- providing consolidated transportation information.
- research into employee travel needs including the identification of and planning. for new transit routes and increased services.
- research and planning for improved pedestrian linkages and bicycle facilities.
- providing emergency ride home and short term car rental services.
- acting as parking sales brokers for members who have surplus parking available (egg. churches, small business/store owners).
- operating parking facilities.
- development and ownership of parking facilities.

TMA's can provide one stop shopping for transit pass sales, car rentals, parking passes, ridesharing co-ordination, emergency ride assistance and act as a broker for building owners who have surplus parking that could be shared by many users. Many of these services can be provided in a web based interface via the internet.

TMA's can act as a strong voice for employers and employees in advocating for new or modified transit services, road improvements and parking facilities. Active organizations conduct detailed research on an annual basis into the transportation requirements of their members. This information is then used to request new transit routes, increased service levels or alterations in existing services, all with the goal of increasing commute options and improving the commuting experience. TMA's can often arrange for substantial discounts on monthly transit passes through bulk purchases. Large employer members can then offer to reduce the cost further or subsidize the entire cost of the pass so that it is offered free to employees as an incentive to take transit. In large settings, TMA's can arrange for or operate shuttle bus services to remote parking facilities that offer reduced rate parking. They can also develop and operate short term car rental services, so that members can obtain the use of a vehicle for a few hours or days, usually at a lower price compared to commercial rental firms. This in turn will encourage people to car or van pool or take transit, with the comfort that they can access a vehicle when necessary.

⁷ Greater Toronto Area TMA examples include the Smart Commute North Toronto-Vaughan TMA (formerly the Black Creek Regional TMA) which is focused around the York University area and the Smart Commute 404-7 TMA which focuses on the business parks in Markham and Richmond Hill.

More sophisticated organizations could actually build and operate paid parking facilities, mostly for short term parkers and use the revenues to help fund their operations and/or transportation initiatives. In fact, the increasingly evident linkage between parking and transportation demand management at both the policy and operational levels, suggest that it is desirable to have both functions combined within one organizational structure at the municipal level (e.g. a Parking Authority becomes a TMA).



High Quality Transit Service can reduce parking demand

Photo: Courtesy of YRTP

Given the strong interrelationship between parking and TDM, the Waterloo Municipal Parking Program could easily be charged with the development and operation of many of the TDM programs described earlier for TMA's. For example, the provision of specialty parking spaces for van and car pool users, auto share vehicles, motorcycles, mopeds and scooters, hybrid car spaces along with preferential location and pricing policies is a natural role for the parking operation. The parking operation may also be able to create and administer ridesharing programs and emergency ride home services. And of course, the Municipal Parking System (MPS) could also act as a parking broker for private property owners and provide a one stop web site with information regarding transit services and TDM programs. In fact, it is logical to expect that some of the funding for TDM programs could be supplied by the surplus revenues generated by the MPS, a considerable portion of which will come from proactively pricing and managing commuter parking in order to encourage less single occupant vehicle use.

At the present time, there are approximately 1150 employees parked in various municipal facilities in the Uptown core, including City and Regional staff. The future development potential described earlier will generate the need for approximately 850 to 1100 additional employee parking stalls in the new garages which the City will provide to facilitate the new development in a compact urban form.

Developing effective TDM strategies and programs that result in a 10% shift from driving single occupant vehicles to using more transit, car/van pooling, cycling, walking and teleworking would reduce the existing demand by 100 vehicles and future demand for new development by another 100 vehicles. This 200 stall reduction in future parking needs would not only reduce the cost for future municipal parking facilities by approximately \$5.4 million 2008 dollars, it would also increase transit ridership and revenue as well as reduce congestion and pollution, thereby increasing the quality of life in the City. Therefore, the introduction of TDM programs as part of the Uptown Parking Strategy is an important objective for the municipal parking program into the future.

6.0 Financial Implications

6.1 General Implications

Financing future parking facilities can be a formidable challenge for both municipal government and private developers in downtown core areas and one that often impedes the successful implementation of a core area development plan and associated parking strategy.

As outlined in Section 3.1, in 2007 the MPS generated gross revenues of approximately \$755,000, annual operating expenditures of approximately \$542,000, with a net annual surplus of approximately \$213,000 per year. The replacement cost of the existing system is estimated at approximately \$15.0 million – a substantial municipal asset.

Based upon the approved rate increases, it appears that in 2008, the MPS will generate net revenue of approximately \$275,000.

As noted in Section 3.1, most off street municipal visitor parking in the Uptown is provided with a two hour time limit and provided free of charge, except for the Dupont and Library lots which charge \$2.00 per hour with no maximum time limit or parking charge. People who require more than two hours of parking can utilize the Uptown Parkade which provides unlimited time parking at the rate of \$2.00 per hour with a daily maximum of \$10.00.

Most municipalities charge for both on and off street parking during regular Monday to Friday business hours (8-9 am to 5- 6pm), and some provide a token or validation program which allows downtown business operators to provide discounted or free parking to their customers as they see fit.⁸ This allows the Municipal Parking System to generate sufficient funds to cover the cost of operations, finance capital improvements to existing facilities as well as expand the parking system as required.

Municipal parking garages are substantially more expensive than surface lots and are rarely self financing, except in the largest cities. In fact, most municipal parking garages are financially feasible only because of the operating surpluses that are generated by the remaining on and off street parking facilities in the overall municipal parking system. Funding the new garages required to facilitate future development as described in Section 4.0 will be difficult if the City continues its practice of providing free short term parking for up to two hours in most of its facilities.

As mentioned briefly in Section 4.4, the City has a menu of choices from which to draw upon in funding the future parking program, including existing municipal parking lot land sales, cash in lieu contributions from developers, a portion of the realty taxes from new developments generated on former City parking lots and parking user fees. The City can also draw upon development charge fees to fund a small portion of the program, probably less than 5%.

⁸ Some municipalities provide free on street parking to provide a customer convenience close to the business locations. As in Waterloo, this requires that a time limit be placed on the on street parking in order to ensure that it is in fact available for short term customer use – not long term visitor or employee use. However, this time restriction often leads to complaints from people who wish to spend more than two hours in the area, especially those on business meetings and visiting restaurants and educational sessions.

At the present time, the cost of parking is not widely shared amongst the various beneficiaries, because virtually all of the short term hourly parking is free of cost to the parker and the business they visit in the core area. There is also significant amounts of free parking provided to municipal staff and volunteers. As a result, most of the revenue load is placed upon private sector monthly parkers. While a high cost for monthly employee parking is desirable in order to encourage reduced demand by shifting to car pooling and taking transit and providing retail customers, such a narrow revenue base is not sustainable for funding new investment in parking infrastructure, particularly new garages. On the other hand, the Uptown BIA has expressed concern about the impact on their customers, if the existing two hour free parking regime for most facilities is eliminated. In order to achieve the broadened funding base required to finance the future parking program, and minimize the impact on short term hourly parkers, it will be important to draw upon several funding sources.

Many municipalities make substantial capital investments in parking infrastructure in order to support economic development in their traditional core areas. For example,

- Brampton has three downtown garages with 1405 stalls and a fourth 225 stall garage under construction with an estimated replacement cost of approximately \$48 million.
- Oshawa has three downtown garages with 1666 stalls with an estimated replacement cost of \$42 million and a strategic plan that calls for additional garages as some surface lots are used as development sites.
- Kingston currently has two garages with 760 stalls with an estimated replacement cost of \$19 million and is considering a third garage to support the two hospitals located downtown as well as Queens University.
- Barrie just completed a 300 stall garage at a cost of \$10 million and has a parking strategy that plans for several more over the next 10 to 15 years in order to facilitate redevelopment of their surface lots.
- Saint John, New Brunswick will shortly develop a garage with 400 to 600 stalls to support a new Justice complex and Police HQ, with an estimated cost of \$10.0 to \$15.0 million. The Strategic Parking Plan identifies the long term need for two more garages as demand dictates.
- Fredericton, New Brunswick has two garages with 900 stalls with an estimated replacement cost of \$22 million and is on the verge of constructing an additional 400 stalls in conjunction with a new conference centre and office complex.

All of the facilities described above were funded without the use of cash in lieu funds and were financed by the City from system wide parking revenues and in some cases, from the general tax base. Burlington uses a unique, Benefit Assessment area approach which is historically enshrined, but not easily replicable under current Municipal Act regulations.

Barrie, Brampton, Oshawa, Niagara Falls and Oakville are examples of municipalities that designate their core areas as parking exempt zones, which relieves commercial development from the need to provide any parking. This places the onus on the City to make up the gap between what developers do provide on a voluntary basis and what the actual needs are. Most of these municipalities have a policy of operating their parking systems on a self funding model. Since there are not any cash in lieu provisions, funding for the parking infrastructure is generated by user fees and general tax revenues when there are deficits. Winnipeg used to have a cash in lieu policy, but decided that it hindered downtown redevelopment and replaced it with a core area parking exempt zone. Saint John used to have a cash in lieu policy, but cancelled it due to lack of use. However, as noted above, the City is

willing to pursue partnerships and collaboration with specific new development on a case by case basis.

What is apparent from the aforementioned examples, is that municipalities will employ remarkably different parking policies in order to address the economic development objectives they think are required in their specific circumstances.

6.2 Funding Alternatives

Tables 2A through 2C illustrate the financial options and implications associated with funding the future garages outlined earlier.

Table 2A provides an illustration of the financial implications assuming that existing conditions remain the same except for the sites where new parking facilities are developed. In other words, existing rates and revenues remain the same at those locations that are retained as surface lots. Approximately 37% the future parking garage program could be funded from payment in lieu contributions (i.e. private sector contributions), and parking lot land sales – ranging from 33% to 42% in each of the three locations. This would leave a net capital cost of approximately \$29.2 million to finance. Finance and Operating costs for the garage would total some \$3.4 million per year while estimated revenues would total some \$2.3 million per year. Monthly rates of \$100 are assumed for parkers in the new garages compared to existing 2008 garage rates of \$79 (excluding taxes).⁹ It is assumed that short term parkers in the garage pay the same rate of \$2.00 per hour that has been approved for 2008 in the existing Uptown Parkade.

Table 2A indicates that an annual deficit of approximately \$1.1 million per year would be incurred if all of the garages were built at once. The existing parking operation will likely generate a surplus of approximately \$275,000 per year in 2008, bringing the total municipal parking system (MPS) deficit to approximately \$825,000 per year.¹⁰ However, it is important that the MPS operate in a modest surplus position in order to provide a cushion for unforeseen events and other capital expenditures. Although all of the garages would not be constructed at the same time, the substantial deficit position indicates that additional sources of revenue will be required in order to fund the operation in a more fiscally sound manner.

If 50% of the expected City Realty taxes associated with the development that the garages are built to support are directed to assist in funding the garages – approximately \$470,000 per year would be available to offset some of the deficit, leaving a net deficit of approximately \$350,000 per year. The use of the realty tax uplift provides cash flow to fund approximately \$6.4 million or another 13.8% of the total capital cost for the new garages. Together with the payment in lieu and land sales contributions outlined earlier, approximately 51% of the total garage capital costs could be funded from sources other than user fees. The use of these taxes will reduce the financial *deficit* for the entire program by 59% and should be viewed as an important source of funding.

⁹ The financial estimates for the garages assume that all monthly parkers are paying the monthly rates indicated (i.e. \$100-\$120). Implementing parking fees for all monthly parkers prior to garage construction will provide a gradual phase in period, generate important revenue for the parking system and encourage people to carpool or take transit.

¹⁰ It should be noted that the annual parking surplus is currently used to offset PWS annual deficits. These funds will not be available to PWS for that purpose in the future as the revenues should be used to finance the future parking program.

Table 2B illustrates that a monthly parking rate of \$120 would generate sufficient funds to almost allow the MPS to operate on an annual breakeven basis by generating an additional \$325,000 per year. However, it is important to note that the MPS should operate in a modest annual surplus position in order to set aside funds for future capital repairs and maintenance and fund other improvements to the system. Therefore, additional revenue will be required at some point in the future in order to establish a sustainable funding base for the MPS.

It is clear from reviewing Tables 2A and 2B that the City will eventually have to draw upon additional funding sources in order to ensure that the system does not operate in a regular deficit position. Implementing them in a staged fashion will provide the City with funds sooner and allow people to adjust in a gradual fashion, whereas putting it off will only increase the adjustments required in the future.

Additional revenue sources that the City could consider to improve the fiscal position of the MPS includes:

- introducing \$2 per hour parking fees in all surface lots which would generate an additional \$280,000 per year.
- introducing on street parking fees of \$2 per hour which would generate approximately \$375,000 per year.

The Uptown BIA has expressed much concern with the concept of introducing on street parking fees because they think this will discourage customers who can park for free on street in downtown Kitchener and in suburban shopping locations. In order to address this concern some municipalities have introduced a parking token program which allows BIA members to purchase tokens that they can in turn provide to their customers free of charge as they see fit. However, it is important that the program be priced and administered appropriately so that it benefits short term customers, not employees.

Given the apparent need to eventually charge monthly parking fees in the \$120 per month range in order to fund future garage construction, the City should maintain the 180 stall Bauer Street lot as a low cost remote parking alternative for some employees in the core area.

6.3 Probable Garage Phasing

Based upon the development potential described earlier in sections 4.3 and 4.4, we have prepared a financial outlook for the first three phases of the recommended parking program that are likely to occur over the next three years (i.e. by 2011). These three infrastructure investments include:

- a 25% expansion of the existing on-street parking supply by adding approximately 59 new spaces on Bridgeport, Erb, Caroline and Dupont streets.
- a 100 stall single level parking deck over the Dupont Street lot.
- a 500 to 750 stall garage on the Waterloo Town Square South lot.

From a timing perspective, the City should start with the construction of the small 100 space single deck over the Dupont/Library lot in order to provide some municipal parking in the north end of the Uptown. The second garage would be located on the Waterloo Town Square South lot in order to facilitate development in the Caroline/Willis Way area.

A single level deck on the Dupont/Library lot would cost approximately \$2.2 million to construct. In order to finance the garage structure capital costs, a debenture would be required. Although the term could be set for ten years, the amortization period would typically be 25 years, as assumed in this analysis. Annual debt service and operating costs would be approximately \$225,000 per year. Assuming a monthly parking rate of \$110, annual revenue would be approximately \$130,000 per year, leaving a net deficit of approximately \$95,000 per year. Given the projected 2008 MPS operating surplus of approximately \$275,000 per year, this modest initial investment could be funded from existing operations. The provision of 100 new spaces would hopefully act as a stimulus to property owners to renovate and expand older buildings in the King Street Corridor north of Erb Street. With the implementation of a payment in lieu of parking policy, including a rate of \$12,500 per stall, the City would be in a position to collect \$1,250,000 over time to offset some of the costs for the new garage and fund future parking development. However, these payments will likely arrive some time after the City has invested the money to construct the garage.

A garage on the Waterloo Town Square South lot should be developed with enough capacity to accommodate existing parking demand on the lot as well as the Caroline Street lots, thereby freeing them up for development. Additional capacity could also be provided to encourage higher density compact urban development on the Willis Way First Gulf site. The exact size of this garage could vary from 600 to 750 stalls, depending upon the type of development on the Caroline lots and First Gulf lands. The larger size garage illustrated on Table 2C, indicates that an annual deficit of approximately \$445,000 per year would be incurred, assuming development on all sites took place at the same time. The use of 50% of the realty tax uplift associated with the new development would generate approximately \$155,000 per year, leaving a net deficit of approximately \$290,000 per year. Together with the deficit of approximately \$95,000 per year associated with the new deck over the Dupont/Library lot, a total annual deficit of approximately \$385,000 per year would be generated, compared to the estimated MPS operating surplus of approximately \$375,000 per year in 2010 – assuming that no cash in lieu funds or realty tax uplift associated with new development in the area north of Erb has occurred. This indicates that both of the first two parking garages that will likely be developed, can be funded by the existing MPS surplus revenues, assuming the use of a 50% portion of the Realty Tax revenues associated with new development.

The introduction of new, paid on street parking along Bridgeport and Erb Street as well as Caroline and Dupont Street described earlier would also generate some funds to offset the additional cost of this new parking infrastructure - up to \$60,000 per year net. This would leave the overall MPS operating surplus at a modest \$50,000 per year, including the costs associated with the two new garages described above. However, a larger surplus will be required in order to fund future maintenance and capital costs.

To ensure that the MPS does not fall into a significant on-going deficit and is positioned financially to fund future parking development and related programs, the City would have to implement some of the additional revenue options described earlier. These include introducing \$2.00 per hour parking fees in all surface lots (approx. \$280,000 per year) or on- street paid parking at \$2.00 per hour (approx. \$325,000 per year). Implementing one of these measures would enable the City to establish a sustainable funding base for next phases of the parking program, including a garage north of Erb and east of King Street.

In order to assist in financing future garages for the MPS, annual surplus revenues from the parking system, after contributions to the maintenance and capital repair reserve funds, should be placed into

a capital reserve fund set aside for the construction of new garages or surface lots. This will allow the build up of some funds and in turn reduce the need for capital debt. For example, beginning in 2008 at least \$150,000 per year should be set aside in a parking reserve fund in order to fund future infrastructure. This would produce at least \$300,000 for funding the first deck over the Dupont site. Table 2D illustrates the impact of this reserve funding on the first garage. It should be noted that these surplus funds are currently being used to offset the Public Works Services departmental deficit and would not be available for that purpose in future.

It should also be noted that the payment in lieu program and realty tax uplift cash flow illustrated in Table 2 may not be completely available at the beginning of the garage finance period, in which case some short term cash flow financing from the City would be required. In order to clearly track PIL funds and ensure that they are only used to fund new parking infrastructure, a separate fund should be created for this purpose. A strong MPS annual financial surplus would provide some funds to facilitate such short term cash flow delays.

The major purpose of presenting the funding examples above is to demonstrate that the financial challenges associated with future municipal parking garages can be successfully addressed if several funding sources are utilized as described.

**TABLE 2A
PARKING GARAGE FUNDING EXAMPLES - with \$12,500 PIL & \$100/month fees**

	WTS South	City Centre	North of Erb	Total Program
Number of Stalls	750	500	600	1,850
Capital Cost	\$ 18,750,000	\$ 12,500,000	\$ 15,000,000	\$ 46,250,000
Cash in Lieu Payments	\$ 4,475,000	\$ 2,812,500	\$ 6,250,000	\$ 13,537,500
Parking Lot Sales Revenue	\$ 1,600,000	\$ 1,900,000	\$ -	\$ 3,500,000
Net Capital Cost	\$ 12,675,000	\$ 7,787,500	\$ 8,750,000	\$ 29,212,500
Annual Debt Service Cost	-\$ 899,322	-\$ 552,542	-\$ 620,834	-\$ 2,072,699
Annual Operating Cost	-\$ 525,000	-\$ 350,000	-\$ 420,000	-\$ 1,295,000
Total Annual Cost	-\$ 1,424,322	-\$ 902,542	-\$ 1,040,834	-\$ 3,367,699
Monthly Rate to Break Even	144	137	131	138
2008 Approved Monthly Garage Rate	79	79	79	79
Estimated Monthly Revenue	\$ 588,000	\$ 498,000	\$ 540,000	\$ 1,626,000
Estimated Visitor Parking Revenue	\$ 331,858	\$ 112,832	\$ 199,115	\$ 643,805
Total Revenue	\$ 919,858	\$ 610,832	\$ 739,115	\$ 2,269,805
Surplus or deficit	-\$ 504,464	-\$ 291,710	-\$ 301,719	-\$ 1,097,893
Realty Tax Uplift (50% of increase)	\$ 156,000	\$ 111,000	\$ 204,000	\$ 471,000
Surplus or deficit with Realty Tax Uplift	-\$ 348,464	-\$ 180,710	-\$ 97,719	-\$ 626,893
Estimated 2008 MPS Net Annual Surplus	\$ 275,000	\$ 275,000	\$ 275,000	\$ 275,000

100%
29%
8%
63%

Notes:

Capital Cost per stall	\$ 25,000								
Finance rate / No. of years	5.00%	25							
Operating Costs per stall	\$ 700								
Visitor hourly rate/ No. of stalls	\$ 2.00	250	85	150					
Visitor Annual Turns per space	750								
Number of Monthlies / monthly rate per stall	490	\$ 100	\$ 415	\$ 450	\$ 100				
Cash in Lieu payment per stall	\$ 12,500	\$ 12,500	\$ 12,500	\$ 12,500	\$ 12,500				
Number of CIL stalls	358		225	500					
New Development Value		Value	Value	Value	Value	Qty.	Unit Value		
Residential	\$ 22,500,000	\$ 90	\$ -	\$ 30,000,000	\$ -	120	\$ 250,000		
Commercial	\$ 27,750,000	185,000	\$ 27,750,000	\$ 36,000,000	185,000	240,000	\$ 150		
Total Development Value	\$ 50,250,000	Value	Value	\$ 66,000,000	Value	50%	Realty Tax rate		
Annual Realty Taxes	\$ 90,000.00	50%	\$ 45,000.00	\$ -	\$ 120,000	60,000	0.40%		
Residential	\$ 222,000.00	\$ 111,000.00	\$ 222,000	\$ 111,000	\$ 288,000	144,000	0.80%		
Commercial	\$ 312,000.00	\$ 156,000.00	\$ 156,000.00	\$ 156,000.00	\$ 408,000	204,000			
Total Annual Taxes									

**TABLE 2B
PARKING GARAGE FUNDING EXAMPLES - with \$12,500 PIL & \$120/month fees**

	WTS South	City Centre	North of Erb	Total Program
Number of Stalls	750	500	600	1,850
Capital Cost	\$ 18,750,000	\$ 12,500,000	\$ 15,000,000	\$ 46,250,000
Cash in Lieu Payments	\$ 4,475,000	\$ 2,812,500	\$ 6,250,000	\$ 13,537,500
Parking Lot Sales Revenue	\$ 1,600,000	\$ 1,900,000	\$ -	\$ 3,500,000
Net Capital Cost	\$ 12,675,000	\$ 7,787,500	\$ 8,750,000	\$ 29,212,500
Annual Debt Service Cost	-\$ 899,322	-\$ 552,542	-\$ 620,834	-\$ 2,072,699
Annual Operating Cost	-\$ 525,000	-\$ 350,000	-\$ 420,000	-\$ 1,295,000
Total Annual Cost	-\$ 1,424,322	-\$ 902,542	-\$ 1,040,834	-\$ 3,367,699
Monthly Rate to Break Even	144	137	131	138
2008 Approved Monthly Garage Rate	79	79	79	79
Estimated Monthly Revenue	\$ 705,600	\$ 597,600	\$ 648,000	\$ 1,951,200
Estimated Visitor Parking Revenue	\$ 331,858	\$ 112,832	\$ 199,115	\$ 643,805
Total Revenue	\$ 1,037,458	\$ 710,432	\$ 847,115	\$ 2,595,005
Surplus or deficit	-\$ 386,864	-\$ 192,110	-\$ 193,719	-\$ 772,693
Realty Tax Uplift (50% of increase)	\$ 156,000	\$ 111,000	\$ 204,000	\$ 471,000
Surplus or deficit with Realty Tax Uplift	-\$ 230,864	-\$ 81,110	\$ 10,281	-\$ 301,693
Estimated 2008 MPS Net Annual Surplus	\$ 275,000	\$ 275,000	\$ 275,000	\$ 275,000
Other Revenue Sources:				
On Street parking fees \$2/hr.				\$ 375,000
Surface lot fees of \$2/hr				\$ 280,000

100%
29%
8%
63%

Notes:

Capital Cost per stall	\$ 25,000								
Finance rate / No. of years	5.00%	25							
Operating Costs per stall	\$ 700								
Visitor hourly rate/ No. of stalls	\$ 2.00	250	85	150					
Visitor Annual Turns per space	750								
Number of Monthlies / monthly rate per stall	490	\$ 120	\$ 415	\$ 120	\$ 450	\$ 120			
Cash in Lieu payment per stall	\$ 12,500		\$ 12,500		\$ 12,500				
Number of CIL stalls	358		225	500					
New Development Value		Value	Value	Value	Value	Value	Value	Unit Value	
Residential	\$ 22,500,000	90	\$ -	\$ 30,000,000	\$ 30,000,000	\$ 120	\$ 250,000		
Commercial	\$ 27,750,000	185,000	\$ 27,750,000	\$ 36,000,000	\$ 36,000,000	240,000	\$ 150		
Total Development Value	\$ 50,250,000		Value	\$ 66,000,000					
Annual Realty Taxes		50%	Value	Value	Value	50%	Realty Tax rate		
Residential	\$ 90,000.00	\$ 45,000.00	\$ -	\$ 120,000	\$ 60,000	\$ 60,000	0.40%		
Commercial	\$ 222,000.00	\$ 111,000.00	\$ 222,000	\$ 288,000	\$ 144,000	\$ 144,000	0.80%		
Total Annual Taxes	\$ 312,000.00	\$ 156,000.00	\$ 222,000	\$ 408,000	\$ 204,000	\$ 204,000			

**TABLE 2C
SHORT TERM PARKING INFRASTRUCTURE PROGRAM**

	Dupont Lot Deck	WTS South Garage	New On Street	Total Program
Number of Stalls	100	750	59	909
Capital Cost	\$ 2,200,000	\$ 18,750,000	\$ 118,000	\$ 21,068,000
Cash in Lieu Payments	\$ -	\$ 4,475,000	\$ -	\$ 4,475,000
Parking Lot Sales Revenue	\$ -	\$ 1,600,000	\$ -	\$ 1,600,000
Net Capital Cost	\$ 2,200,000	\$ 12,675,000	\$ 118,000	\$ 14,993,000
Annual Debt Service Cost	-\$ 156,095	-\$ 899,322	-\$ 8,372	-\$ 1,063,790
Annual Operating Cost	-\$ 70,000	-\$ 525,000	-\$ 11,800	-\$ 606,800
Total Annual Cost	-\$ 226,095	-\$ 1,424,322	-\$ 20,172	-\$ 1,670,590
Monthly Rate to Break Even	\$ 171	\$ 144	\$ 26	\$ 139
2008 Approved Monthly Garage Rate	\$ 79	\$ 79	\$ 79	\$ 79
Estimated Monthly Revenue	\$ 132,000	\$ 646,800	\$ -	\$ 778,800
Estimated Visitor Parking Revenue	\$ -	\$ 331,858	\$ 78,319	\$ 410,177
Total Revenue	\$ 132,000	\$ 978,658	\$ 78,319	\$ 1,188,977
Surplus or deficit	-\$ 94,095	-\$ 445,664	\$ 58,146	-\$ 481,613
Realty Tax Uplift (50% of increase)	\$ -	\$ 156,000	\$ -	\$ 156,000
Surplus or deficit with Realty Tax Uplift	-\$ 94,095	-\$ 289,664	\$ 58,146	-\$ 325,613
Estimated 2011 MPS Net Annual Surplus	\$ 375,000	\$ 375,000	\$ 375,000	\$ 375,000
Net MPS Surplus after Initial Program	\$ 280,905	\$ 85,336	\$ 433,146	\$ 499,387
MPS Revenue Enhancement Options				
Surface Lot Fees - \$2/hr.				\$ 330,000
On street parking fees - 2\$/hr				\$ 375,000

100%
21%
8%
71%

Notes:

Capital Cost per stall	\$ 22,000	\$ 25,000	\$ 2,000	
Finance rate / No. of years	5.00%	25		
Operating Costs per stall	\$ 700	250	200	
Visitor hourly rate/ No. of stalls	2.00	250	59	
Visitor Annual Turns per space	750			
Number of Monthlies / monthly rate per stall	100	490	110	110
Cash in Lieu payment per stall	12,500	12,500	12,500	
Number of CIL stalls	358	358	500	
New Development Value				
Residential	\$ -	\$ 22,500,000	\$ 90	\$ 250,000
Commercial	\$ -	\$ 27,750,000	185,000	\$ 150
Total Development Value	\$ -	\$ 50,250,000	50%	50%
Annual Realty Taxes	\$ -	\$ 90,000	\$ 45,000	\$ -
Residential	\$ -	\$ 222,000	\$ 111,000	\$ -
Commercial	\$ -	\$ 312,000	\$ 156,000	\$ -
Total Annual Taxes	\$ -	\$ 312,000	\$ 156,000	\$ -

7.0 Future Parking Policies

7.1 Payment in Lieu of Parking Program

As a development incentive and source of funds from the private sector (i.e., public-private partnerships) to assist in financing future parking infrastructure, the City should offer to accept payment in lieu of meeting zoning by-law parking requirements. This will encourage a higher density compact development form as envisioned in the City's Official Plan and Places to Grow Policy adopted by the Province. This policy would facilitate developments which clearly cannot provide parking on their own site at a reasonable cost or at all. It will also encourage the creation of strategically located facilities that can be efficiently shared by multiple users in a cost effective manner and discourage the proliferation of many small parking facilities.

Section 40 of the Planning Act allows a Municipality to enter into an agreement with an owner or occupant of a property exempting them from providing or maintaining required parking facilities. Section 40(2) provides for the making of one or more payments to the municipality as consideration for granting the exemption, with the agreement setting forth the basis upon which the payment is to be calculated. The Act further specifies that such payments received shall be paid into a special account with the funds to be applied for the same purposes as a reserve fund set up under Section 417 of the Municipal Act, 2001.

In instances where a reduction in parking is being sought and may have merit, the applicant should be directed to apply for a payment-in-lieu of parking agreement, with the request being directed to Council through the normal reporting process. Should a tenant make a request for a payment-in-lieu of parking agreement, the owner's authorization would need to accompany the request, as each agreement would be registered against the title of the property to which it applies.

*It is important that the acceptance of a Payment in lieu application be at Council's **discretion**, as the City may not be able to practically meet the need for parking in the MPS for some developments, in which case they should be required to provide parking on site.*

Factors to be addressed by staff and Council in considering entering into a payment-in-lieu of parking agreement should include, but not be limited to :

- Consistency with the objectives of the Official Plan, District Plan and Zoning By-law
- Requirements/concerns of commenting agencies
- Consistency with the objectives of the Parking Strategy
- Whether there is an identified municipal interest in providing municipal parking facilities in the immediate area
- The timing for the delivery of the municipal parking facilities and the adequacy of alternatives to on-site parking until municipal parking facilities are delivered
- Whether the on-site parking deficiency would result in a hardship for the site or surrounding area
- Ability of the site to accommodate the proposed development, based on the available supply of parking
- The number of spaces proposed to be considered for payment-in-lieu

Staff would then report to Council on the request for payment-in-lieu of parking and seek, where appropriate, authorization to enter into an agreement. Upon execution of an agreement, the payment-in-lieu would be required at the time of issuance of a building permit for the development for which said agreement applies, or at such time as specified in the agreement.

It is important to note that the success of the payment in lieu of parking by-law can be substantially compromised if the City approves parking variance requests in order to relieve owners from some or all of the obligation to provide parking according to the zoning by-law which would then relieve them of the need to provide Payment in Lieu. Variance requests should only be approved where the applicant can clearly demonstrate that the by-law requirement is excessive, not simply to allow an applicant to proceed because they are unable to provide what is deemed to be an appropriate amount of parking. Should the Committee of Adjustment approve a reduction in the by-law amount because it is technically justifiable, the applicant would still have the ability to use the PIL program to reduce the amount of parking required on site. Committee of Adjustment members should be informed regarding the importance of these factors in rendering decisions regarding parking variance applications.

The payment in lieu amount should be set at a discount to the actual cost of providing the parking to:

- provide a financial incentive for developers to contribute to the creation of strategically located public parking facilities.
- recognize that the City will be able to recover some of the costs through user fees.
- recognize that the parking spaces are not allocated to specific users on a reserved basis, although the general supply will be available to meet demand.
- recognize that the contributor will not have an ownership interest in the public parking facilities.
- recognize that the parking may not be as conveniently located to a specific development compared to on site or other nearby parking facilities.
- recognize that all or a portion of the parking may not be constructed at the same time as the development.
- recognize that the developer/owner will not have any control over parking fees and use regulations.

Some municipalities try to charge developers/builders the full cost of the parking space which results in little or no take up of the offer, except for very small infill projects which have no alternative and find it financially palatable. This is because the value of a parking space which the buiders do not own or control obviously cannot be worth the same as the cost of building one on their own which they then have full control over. Given these factors, the payment in lieu rate is often set at 50% of the estimated cost of providing a new parking space, although this is often not evident because the value set does not come with an explanation in the municipal fee schedule.

For example, Mississauga currently has several cash in lieu rates for separate areas of the City. They also include a separate rate for surface stalls and for garages. The surface stall rate ranges from \$5,640 to \$7,500 per stall while the garage rate ranges from \$9,023 to \$11,175 per stall. All of the numbers are based on 50% of the estimated cost. We are currently reviewing this policy for the City, including an update of appropriate costs.

The City of Toronto recently harmonized the various approaches contained in the former component municipalities prior to amalgamation. Most of the former municipalities used a separate cost for a surface, below grade and above grade parking stall, and discounted the estimated cost of a space by 50% to compute the actual amount required. Under the harmonized approach, they adopted three categories for payment in lieu based upon development size as follows:

- Category 1 - \$2,500 per stall for developments less than 200 sq.m.
- Category 2 - \$5,000 per stall for development between 200 and 500 sq.m.
- Category 3 - \$5,000 plus five times the cost of one sq.m of land.

Given the extremely high land in Toronto, the Category 3 value will often exceed the cost of an above grade garage and in some cases a below grade space. This situation is obviously not applicable to Waterloo.

Setting the payment in lieu fee much higher than the cost of providing parking in a surface lot, will discourage most developers from using it. In Uptown Waterloo, the current cost of providing surface parking is approximately \$10,000 per stall, assuming reasonable layout efficiencies. Therefore, charging much more than this amount will encourage builders to use more land for parking even by demolishing existing buildings, thereby resulting in less development, unless the increase in density achieved by paying cash in lieu justifies the expenditure.

The current cost for *above ground* garages could range from \$22,000 \$28,000 depending upon the design of the garage.¹¹ Using \$25,000 per stall, the 50% cash in lieu rate would be \$12,500, which is on the upper end of the scale when viewed from the perspective of providing parking in a surface lot. *Currently, construction cost in the GTA are escalating well above inflation, so it is important to adjust the value of the cash in lieu amount each year unless the City wishes to leave the number lower as an added development incentive.*

The BIA has suggested that a special payment in lieu rate for small developments be considered in order to assist individual property owners who are not large scale developers and property investors to renovate or add onto their buildings. Some municipalities do provide reduced payment in lieu rates for changes of use within an existing building where the zoning bylaw would require more parking. The City of Toronto provides reduced rates for smaller building or additions, less than 400 sq. metres in floor area. and less than 200 sq. metres.

However, it is important to note that the Waterloo zoning by-law requires parking for commercial uses located generally along King Street at a rate some 28% to 46% less than that required for other property in the core area.. These sites would receive a commensurate reduction in payment in lieu fees as well, thereby already providing a significant development incentive for these properties.

Given the existing zoning bylaw parking requirement incentive for buildings along King Street, it is not recommended that a special lower payment in lieu rate be provided for small building renovations or additions. However, it is recommended that a reduced rate of 50% be applied for change of use applications within an existing building, which are deemed to be acceptable from a planning perspective.

¹¹ The upper cost range reflects the need to build visually appealing structures and potentially incorporate energy saving features such as those typically required for LEED certification. The lower end would apply to the single level decks that could potentially be constructed over the Dupont and Waterloo Town Square North lot.

In order to enact the payment in lieu program, the City should amend its official plan to indicate where the program would apply and provide a brief description of the program such as:

In the Uptown core area, City Council may at its sole discretion consider receiving a cash in lieu payment for all or part of the Zoning By-law requirements for parking, having regard for the following:

- *the existing municipal public parking supply in the surrounding area can or will be able to accommodate the on site parking supply deficiency at the time of development*
- *the presence of site constraints that prevent the provision of the required number of parking spaces*
- *the use of the property is not considered overdevelopment of the site*

The payment in lieu program is applicable to the BIA boundary illustrated on Figure 1.

The cash in lieu amount provided in the municipal fee schedule should include a value of \$12,500 per stall *for above grade garages*, with a notation that if the municipality is contemplating below grade garages the value will be adjusted based upon the latest estimate for the value of such a space.

The City may wish to charge a processing fee of payment in lieu of parking applications, in which case it will have to amend its Fees and Charges By-law. Generally, the processing fee would be similar to that charged for minor variance applications, which is \$535 at the present time. The City may also wish to consider an additional fee for the preparation of a payment in lieu of parking agreement. The Fees and Charges by-law should also include the payment in lieu of parking amounts outlined above. The PIL amount should be reviewed and adjusted as necessary each year, in order to reflect 50% of the cost to provide parking in municipal parking structures.

It should be noted that the decision to accept cash in lieu should remain at the discretion of City Council and not become an automatic right. This will allow the City to ensure that if it accepts cash in lieu payments, there is a reasonable expectation that municipal parking is already available to serve the development or that the City will be able to provide a supply increase in the short term.

7.2 Partnerships and Collaboration Opportunities

Although the primary vehicle for financing and initiating new garage construction should be focused on the Payment-in-Lieu of Parking Program, the city should also consider potential opportunities to deliver parking infrastructure through partnerships and collaboration on specific development opportunities, where this would result in achieving the goals and objectives established in the Parking Strategy as described in this report. The primary goals being to support good urban design, economic development, and transportation demand management.

In order to achieve the primary goals described above, it is important that any partnership arrangement maintain City control over the pricing of parking, the use of the spaces, and the ability to expand the garage. It is also important that the City maintain control over the design of the garage to ensure that it meets reasonable urban design, functional design and life cycle cost considerations. The Parking Authority of Toronto often engages in private sector partnerships to achieve substantial

development on their parking lots. However, they maintain strict control over the cost and design aspects of their garages as well as operational control or the development does not proceed.

7.3 Zoning By-law Requirements

As mentioned above, there are several different zoning categories for various land parcels in the Uptown that have significantly different parking requirements for commercial development. All of the properties fronting King Street and most of Regina Street between William and Young are zoned C8. The properties fronting King north of Young to Elgin Street are zoned C7 as are many of the parcels along the east side of Regina Street. The C8 category requires parking to be provided at a rate of 2.15 stalls per 100 sq. metres GFA which is some 28% less than the C7 category that requires 3.0 stalls per 100 sq. metres. The block that contains the City Hall as well as the Regina municipal parking lot is zoned C6, which requires commercial parking at a rate of 4 stalls per 100 sq. metres, while the adjacent Station Street lot is zoned C8 which requires that parking be supplied at 2.15 – or 46% less. The former Seagrams lands which include CIGI and the recently announced School for International Affairs is zoned C2 which requires parking at a rate of 3.0 stalls per 100 sq. metres. The Caroline North municipal parking lot is also zoned C2.

Our experience in conducting parking studies for traditional downtown areas similar to Waterloo is that general commercial parking requirements range from 2.0 to 3.00 spaces per 100 sq metres of floor area.

With this in mind, it is recommended that the zoning by-law for the C6 zone be revised to require parking for new commercial development at the rate of 3.00 stalls per 100 sq. metres of gross floor area – the same rate as for the C7 category. This will result in two commercial parking rates in the core area – the 2.15 rate for properties in the C8 zone along King Street and a 3.0 rate for the remaining commercial zones in the core area.

8.0 Parking System Management

8.1 Organization & Staffing - Existing Situation

As described in Section 3.2, The City's Parking Services Program resides within the Transportation Division of the Public Works Services (PWS) Department and is staffed primarily by the Parking Program Manager with minimal other support. Although the Manager is involved in some aspects of on-street parking management beyond the City's Uptown, the City's off-street parking facilities are located entirely in the Uptown and have traditionally been the primary focus of service provision and revenue. Financial, administrative and field operational support is provided to the Parking Program by City staff from other City departments/divisions/sections. At present, parking maintenance and capital repair operations are provided by staff resources from public works and asset management on an as and when needed basis and invoiced back to the parking operation. Parking revenues from the pay n Display machines on the Dupont and Library lots are collected by Roads Operations staff, who also replenish ticket supplies as required.

In 2006 the City of Waterloo underwent an Organizational Review. However, it was recognized that the Parking Services Program required more extensive analysis than the Organizational Review would provide and the Parking Program component was incorporated into the Uptown Parking Strategy project.

Based upon our involvement in reviewing the parking systems at many municipalities across the country, there are several different operational and management models utilized, the most common being with the parking program operated by a division of the public works or operational services department. The number of staff involved in the management and operation of the MPS depends upon the size of the operation, whether it includes responsibility for parking enforcement and how much new capital construction is under consideration.

Given the direct impact that enforcement plays in the demand for parking permits and the payment of hourly parking fees it is very important that parking management & operations be closely coordinated with parking enforcement. While this is best accomplished when enforcement is managed under the same division, there are several examples where parking enforcement is managed and operated under a different department than parking management. The other important consideration is usually the funding provided by parking enforcement surpluses, which if significant can be utilized to fund the overall parking operation, especially new parking garages. In Uptown Waterloo, enforcement net revenue is currently quite small, largely related to the fact that most visitor parking is free and the number of on street parking spaces is small – only some 10% of the overall MPS.¹² Therefore the management and financial benefits which might accrue from having parking enforcement operate under the Parking Management function are not significant at the present time. However, many of the funding options discussed in Section 6 include expanding the scope of paid parking, which will require additional enforcement and likely result in significant increases in enforcement revenue. Should the City adopt the funding options which include increased short term parking fees that require enforcement to work effectively, additional enforcement personnel will be required. From an operational efficiency viewpoint, the additional enforcement personnel for the

¹² Most downtown parking operations have at least 25% of their overall supply in paid on street parking, with the average probably being 25% to 35% - two to three times the proportion in Waterloo.

Uptown area could be deployed within the Parking Services Program using staff that are trained in several roles, including security, parking machine maintenance and operation and cash collection.

Even with the absence of a parking enforcement function, it is clear that the existing parking operation could benefit from the provision of additional staff in order to free the program manager to direct their efforts to planning for the future and optimizing the management of the existing system, rather than concentrating on everyday logistical issues. With this in mind, the addition of a full time clerical person would serve to substantially improve the ability of the program manager to address the broader strategic issues described above. It will also be advantageous to continue the practice of employing a temporary co-op student from a local college or university, especially during the summer months, in order to conduct research and assist with special projects.

8.2 Organization & Staffing - Medium and Long Term Situation

The need to actively plan and implement future parking garages on the scale described in this report, will substantially change the scope and nature of the parking program and require a manager with significant knowledge in project finance, economic development, transportation demand management, capital planning and budgeting as well as construction management. It will also require the capability and opportunity to directly communicate with senior staff from other departments in the City administration in order to effectively collaborate in facilitating economic development. This will be a demanding role that will involve responsibility for the successful delivery of substantial capital facilities required to facilitate additional development in the Uptown area with some \$16.0 to \$40.0 million dollars in value.

As mentioned earlier, the successful delivery of effective TDM programs that result in a 10% shift from driving single occupant vehicles to using more transit, car/van pooling, cycling, walking and teleworking would reduce the existing demand by 100 vehicles and future demand for new development by another 100 vehicles. This 215 stall reduction in future parking needs would not only reduce the cost for future municipal parking facilities by approximately \$5.4 million 2008 dollars, it would also increase transit ridership and revenue and reduce congestion and pollution, thereby increasing the quality of life in the City.

In order to accomplish these important business objectives, the Municipal Parking Program would best be managed by someone with a Senior Management role. As we understand the current management structure at the City, this role would be similar to that of a division Director level. It is therefore recommended that the City create a Directors level position for a combined Parking & TDM Program as soon as it becomes apparent that active planning for a major parking garage is required.

The existing municipal parking program has been operating *de facto* as a self funding entity for some time with program surpluses utilized to offset operating deficits in PWS. As discussed earlier, it is important that future surpluses be dedicated to funding the parking infrastructure expansion program outlined in Sections 5 and 6. Most municipal parking programs that are similar in size and scope to the future program recommended in this report are mandated through Council policy directives to operate on a self sustaining basis. As the program expands, a case could be made that the future parking operation should at some point operate as a self sustaining operation from a financial and operational perspective, similar to a municipal utility model, in order to facilitate future development while minimizing reliance on general tax revenue. This would require the creation of a separate

department within the City with a General Managers role or the creation of a municipal service corporation (i.e. Parking Authority).

Typically, municipal parking operations are managed and operated as a function of the Public Works or Transportation Services Department. Given the strong real estate and facility (asset) management role that a substantial parking operation can entail, this function could also be located in the Corporate Services Department as well.

8.3 Better Managing the Existing System

The MPS would benefit from the acquisition of a monthly permit management software system which would allow the program manager/director to efficiently track and monitor the use and demand for its facilities and prepare marketing/pricing programs to optimize utilization and revenue generation. The approximate cost for such software would range from \$10,000 to \$15,000. Eventually, a system that permits on-line permit sales and payment should be implemented as the MPS expands.

A regular monitoring program should also be implemented which measures the occupancy and utilization of the parking every year. This could be accomplished by using parking enforcement and other parking personnel or contracted out. These surveys together with the permit tracking system will allow the manager/director to proactively plan for the future.

The existing gate controlled operation of the City's portion of the Uptown Parkade and the two hour free parking program are inhibiting the optimum use of the garage which regularly has 50 empty spaces on the second level. On the one hand, the City has to maintain a reasonable supply of parking where people can park for longer than two hours while at the same time, there is demand for monthly parking in the garage. The replacement of the gates and cashier with pay n display machines for the first two floors would reduce operating costs and allow the City to sell more monthly permits and increase revenue if alternative locations were provided for people to park more than two hours by paying a fee. These locations should include the City Centre and Regina lots. This would also free up the existing security/cashier in the garage to perform other duties, including enforcement in the garage and adjacent surface lots and possibly cash collection at the P & D machines.

The City should continue to pursue opportunities to maximize the utilization of its existing parking assets in order to support economic development in the Uptown. This can be accomplished by:

- continuing to oversell parking in lots where regular monitoring indicates the feasibility of doing so.
- converting the first two levels of the Uptown parkade to pay n display operation, from cashier operation and leasing out more monthly parking during regular weekday daytime hours.
- providing longer stay (all day hourly paid) parking in the Station Street and Regina lots to provide more options for visitors who require more than two hours of parking.
- in future adjust parking rates to reflect demand rather than type (i.e. surface paved, surface unpaved, parkade).
- Including the City Centre lot in the MPS portfolio so that it can be managed in conjunction with the other MPS facilities in order to optimize utilization and revenue throughout the Uptown.

8.4 Marketing & Communications Program

In order to effectively engage the business community, residents and other stakeholders in the successful implementation of the Parking Strategy, it is important to provide these groups with regular communications regarding the goals and objectives of the program, including financial budgets, progress in meeting identified initiatives, and the development of new initiatives. This will result in stakeholders being better informed and more able to provide comments and advice regarding the future evolution of the program.

The marketing and communications program should also provide information regarding the location, price and availability of parking, including accessible, bicycle, moped/motorcycle and preferential car/van pool parking. It should also include information regarding the need for TDM programs and provide guidance regarding the availability of public transit, car/van pooling options, corporate transit pass programs, the Grand River Care share service and emergency ride home options – all so that people can be informed and encouraged to make choices regarding alternative transportation options.

The marketing and communications program should be web based, and be a permanent part of the City's website. It should be highly visible, easy to access and updated quarterly or when significant program changes occur. Hard paper copies should be provided semi annually and be placed in visible locations throughout City Hall and in the Library and BIA offices.

9.0 Specialty Parking Considerations

9.1 Accessible Parking

The City presently provides 34 accessible parking spaces in eight out of the sixteen parking facilities that it operates in the Uptown core, representing some 1.6% of the total 2152 stall off street parking supply. The accessible spaces are provided mostly in facilities which have short term transient parking and not in facilities that accommodate monthly permit parking throughout the standard work week. Excluding the Bauer (180 stalls) and temporary Erb (20 stalls) unpaved lots which achieve little utilization, the 34 accessible spaces represent 1.75% of the remaining 1952 stall supply.

The City has provided 3 accessible spaces approximately mid block on-street along Willis way which represents a total of 1.3% of the 235 stall on street parking supply.

A generally accepted minimum accessible parking supply rate is 2% of the overall supply. This target would require the City to increase the off street supply by 5 spaces to 39 spaces (i.e. 2% of 1952 stalls) and add 2 more on-street stalls.

The Uptown parkade presently provides 13 accessible spaces for 452 stalls – or a rate of 2.6%. The number of doors that are required for people to pass through in the garage in order to access the surrounding area makes these stalls less attractive than other locations. Staff are currently conducting an accessibility audit and will engage GRAAC in further discussions on this matter.

When the Waterloo Town Square East lot is replaced in 2008 by the new urban square, it is recommended that the two accessible stalls in this lot be relocated to the north side of Willis Way as close as possible to the east end of the WTS. This location would address some of the concerns raised by area residents. In fact, these spaces should be implemented as soon as possible after the east lot is closed for construction, rather than waiting for the Square to be completed. The three additional off street accessible parking spaces required to meet the 2% threshold should be provided as follows:

- 1 in the City Centre lot,
- 1 in the Regina Lot, and
- 1 in the Caroline or Waterloo Town Square south Lot.

The additional five off street stalls would require restriping and signage at a probable cost of approximately \$200 per stall. There might also be a loss of up to five regular stalls in order to provide the extra width for the accessible stalls.

We agree with comments expressed by GRAAC and other similar stakeholders that additional on-street accessible parking should be provided by locating one space on King Street north of Erb Street and one space on King Street south of Erb Street. Implementation cost for these stalls will be approximately \$2,300 for an asphalt stall and \$4,100 for a grey banded stall similar to those on Willis Way – a total of \$4,600 to \$8,400. The costs for on street accessible stalls are significant due to the need to widen the existing stall width to meet accessible standards by cutting into the existing curb.

The Accessibility Advisory Committee has also recommended that King Street be considered for on street pick-up and drop-off which would allow people with accessibility challenges who are being

driven to the Uptown to get closer to their destination. Such pickup and drop off locations could also be utilized by other people for the same purpose. The Waterloo Town Square North and South lots provide for drop off activity on the west side of King Street in the core area. Therefore short term pick-up and drop-off parking should be investigated on the east side of King Street, including one space between Willis Way and Erb Street and one space in the north between Erb and Princess Street. Since these spaces are under the control of the Region, a report would have to be forwarded to them for consideration. Each pick-up/drop off location would likely result in a loss of two parking spaces. The Region then typically canvasses the affected business locations impacted. In the past, requests for pick-up and drop-off locations have been denied because area business owners did not want to lose valuable on street parking. Perhaps advance canvassing of the impacted business owners by the City and Accessibility Advisory Committee would increase the probability of success.

9.2 Bicycle Parking

At the present time the City provides 26 Bike posts along the King Street corridor and four bicycle rack locations (three in the Dupont Lot and one at the Clay & Glass Museum). The racks can accommodate 15 bikes, while the posts can accommodate two bikes each, resulting in a total supply of 67 spaces.

Typically, municipally provided bicycle parking is provided on an ad hoc basis, usually via the use of bicycle posts along public streets because these locations are convenient and cost effective. In some cases , additional parking has been provided in municipal garages and walkways as well.

According to Transportation Tomorrow Survey 2006 results for Uptown Waterloo, bicycle use for work trips is about 1.5% of total work trips. It appears that the share of bike trips increases during the evening hours for all trip types (i.e. work/shop/personal) to approximately 2% of all trips. The share of bike trips in Waterloo is consistent with information regarding work trips in other Canadian Cities of similar population.

More recently, some municipalities have been introducing zoning by-law requirements for private developments to provide significant amounts of bicycle parking in order to encourage the use of this alternative mode of travel. Generally speaking, these forward looking government agencies have been requiring the provision of bicycle parking at a rate which exceeds current use and ranges from 2% to 7% of employees.

It is estimated that the 2187 municipal parking stalls (excluding the Bauer and Erb lots) effectively serve approximately 875,000 sq.ft. of development which would likely represent approximately 2500 employees at any one time. Providing bicycle parking for 2 to 7% of them would require 50 to 175 spaces. In addition to the bicycle spaces for employees, those municipalities which are pushing the envelope also request that short term visitor parking for couriers, customers and business visitors, roughly equivalent to the amount of employee parking should be provided.

The existing 67 bicycle parking spaces provided by the City represent approximately 2.7% of the employees that the MPS serves. In order to provide enough parking to serve the potential demand for both employees and visitors, the City should supply approximately 3% or 75 spaces – eight spaces more than presently exist. If the City wished to provide additional parking in the hope that this would encourage additional use, 4% would be a reasonable short term target, which would require 100 bicycle spaces or 33 more than presently exist.

The primary target for additional bicycle trips should be employee work trips because this would decrease the demand for expensive garage parking over the long term. Encouraging additional employees to bike to work, usually requires the provision of covered and or secure bicycle parking. Covered parking can be provided beneath canopies or inside the Uptown Parkade. As a minimum, the City should provide eight new spaces within the Uptown parkade on the ground level in order to meet existing demand. Alternatively, they might be provided along the walkway adjacent to the north side of the building.

In order to meet the more aggressive target of 4%, an additional 25 bicycle spaces would be required. Potential locations that should be investigated in more detail include:

- 10 additional spaces in the Uptown Parkade (resulting in a total of 18 or 4% of the total supply)
- 10 spaces in the Waterloo Town Square North lot
- 5 spaces (total) in the Regina and Station lots or along Regina street

Secure lockers for long term employee use should be provided at some of the spaces as per the suggestion of the Waterloo Citizens Environmental Advisory Committee (WCEAC). The ten new spaces recommended for the Waterloo Town Square North lot should be considered as a pilot project. A preliminary budget for the lockers would be approximately \$15,000 to \$20,000.

9.3 Motorcycle/Scooter Parking

More recently, the popularity of mopeds and scooters has increased, especially in urban areas, during non winter months. A review of motor vehicle registration data indicates that motorcycles and mopeds represent approximately 2% of all the vehicles in Ontario. Quebec has the highest number at 4%. A significant portion of owners use their motorcycle or moped for recreational purposes, not commuting and many of those who use them for commuting, do not do so during the winter. Therefore, the supply parking rate could be set lower than the vehicle registration rate.

It is difficult to charge motorcycle drivers for parking on street or in un-gated parking facilities. With this in mind, some municipalities have been designating specific motorcycle spaces which take less space than car spaces or allowing motorcycles to park in otherwise unused space within a parking facility, primarily large end islands (striped or concrete).

The City currently has six micro spaces designated in the Waterloo Town Square South lot which are intended for use by Smart Cars or motorcycles/mopeds. A concrete strip has been placed in the pavement across these stalls in order to provide a solid base for setting the motorcycle/moped kickstand.

The Parking Program Division is currently undertaking a review of locations where the City can designate formal motorcycle/moped parking both on and off street. Based upon the registration statistics described above, and the existing municipal parking inventory of 2387 stalls, 24 designated spaces would probably be sufficient, up to a maximum of 48 spaces.

The cost of implementing the spaces would consist of signage and a concrete pad or strip for the kick stand.

9.4 Auto Share Parking

The provision of auto share service parking facilities (e.g. Grand River Care Share) in convenient locations will encourage people to reduce their level of automobile ownership and drive less because they are able to access the use of a vehicle on a short term hourly basis when needed.

Research indicates that each auto share vehicle typically reduces the demand for parking by 6 to 7 vehicles. However, the demand for such spaces is not infinite.

The Parking Authority of Toronto provides space for auto share spaces in its garages and surface lots at a reduced monthly rate to the company providing the service.

At the present time, the City provides two auto share spaces to Grand River Car Share at no cost, including one space in the Dupont and Erb lots.

Providing auto share short term rental services removes commuters concern regarding the need for occasional car use for personal and business trips or unexpected trips when they take transit or car pool, thereby removing one of the impediments to decreased single occupant vehicle use. An important TDM measure which the City could undertake is becoming a corporate member of the Grand River Car Share so that its employees could take advantage of the service at reduced rates. This would also require the provision of additional spaces close to the City Hall, either in the Regina, City Centre lots or the Uptown Parkade.

Grand River Car Share has indicated a desire for two additional spaces in order to test the demand for increased service. The Municipal Parking Program, acting in its recommended role as a TDM program manager should offer corporate auto share rates to Region of Waterloo employees and others in the Uptown area as well.

9.5 Van & Car Pool Parking

In order to encourage people to utilize van and car pooling as an alternative to single occupant vehicle travel, priority locations in parking facilities should be provided for such users. For example, the Town of Markham has designated four parking spaces in its City Hall lot (see picture of happy people in the Transportation Demand Management Section 5!).

The Town of Markham, through the Highway 404/7 Smart Commute Association also provides ride matching services and information in order to facilitate car/van pooling.

When the City of Waterloo initiates a formal TDM program through its Parking Services Program, which includes the promotion of car/van pooling as well as transit, cycling, walking and teleworking, it should develop a formal ride matching service that is focused on the City and designate specific rideshare priority spaces in its various facilities that serve primarily commuters. These stalls should be located to reduce walking distance and circulation time in the parking facility and could be offered at a reduced parking rate. Initial locations should include:

- four spaces in the City Centre lot close to the building,
- three to four spaces in the Waterloo Town Square South lot, close to King Street
- three to four spaces in the Dupont Lot and
- perhaps two to four spaces in the Uptown Parkade

10.0 Municipal Parking System Guiding Principles

In order effectively implement the Uptown Parking Strategy described and recommended in this report, a set of primary goals and guiding objectives (or principles) should be established to guide and direct the management and operation of the municipal parking program.

Based upon the various considerations outlined in this report, including wide ranging stakeholder input, the primary goals of the Uptown Waterloo Parking Strategy are best described as follows:

- To support the **Urban Design Vision** for the core area by minimizing surface parking and encouraging higher density through the use of parking structures that are well located.
- To foster **Economic Development** by assisting the private sector in achieving the urban vision through strategic public investment in the provision of municipal parking facilities and services.
- To implement **Transportation Demand Management** by influencing commuter mode choice through parking supply management and pricing and the provision of alternative commuting options through the parking program.

Each component of the Parking Strategy should fulfil one or more of these goals in order to be of value in supporting the overall planning Vision for the development of the Uptown core.

Based upon these primary goals, the following six guiding principles are recommended for the Municipal Parking System:

1. Maintain an appropriate supply of affordable, secure, convenient and appealing shared public parking that is accessible to all segments of the community .

2. Enhance the attractiveness of Uptown Waterloo by utilizing progressive urban design principles that support compact urban development, walk ability, safety, security and visual appeal.

3. Encourage and support sustainable economic development in the urban core by engaging the private sector in partnerships for the provision of strategically located municipal parking structures.

4. Provide facilities and programs that support public transit, taxis, ride sharing, cycling and walking by demonstrating Transportation Demand Management Leadership.

5. Operate as a financially self-sustaining parking enterprise in order to effectively deliver services that support good urban design, economic development and transportation demand management.

6. Engage the Community in consultation to support decision making and operate with transparency by regularly communicating with Community stakeholders.

11.0 Conclusions & Recommendations

- 1.0** The Uptown core of the City is a thriving mixed use centre that has been the fortunate recipient of several new development initiatives, including the recent redevelopment of the Waterloo Town Square, the Perimeter Institute, the Centre for International Governance and Innovation (CIGI), and more recently, the announcement of a new Balsillie School for International Affairs.

The growing pace of redevelopment will create significant challenges and opportunities for the Municipal Parking Services Program in terms of supporting economic development and good urban design in the Uptown core.

In order to facilitate additional development in an area where larger scale development sites are becoming scarce, the City must create a clear plan of action regarding the future role of the municipal parking system.

- 2.0** Within the Uptown BIA boundary, there are approximately 3,372 parking stalls currently provided by both the City and private property owners. The City controls 2,403 stalls or approximately 71% of the total supply, including 235 curb side spaces located on-street and 2,168 stalls located in 17 off street surface lots and one garage.

The estimated *replacement* cost of the existing Municipal Parking System (MPS) is approximately \$15 million, a substantial public asset.

In 2007, the system generated approximately \$755,000 in annual revenue. Operating costs were approximately \$542,000, resulting in an operating surplus of approximately \$213,000. The operating costs exclude major capital expenditures which are approved by Council on an as needed basis and funded from other sources, but does include surplus revenue contributions to the tax base.

Estimated net revenues for 2008 are approximately \$275,000.

- 3.0** The 3.5 acre Seagram site which the City has leased to the new Balsillie School of International Affairs, appears to be the last large scale vacant development site in the Uptown area. With the exception of the First Gulf development site along Willis Way, all of the remaining potential development sites of any magnitude are existing surface parking lots.

In the southeast quadrant of the Uptown, the three largest sites are City owned parking lots, including the City Centre lot behind City Hall and the Regina and Station Lots along Regina Street. In the southwest quadrant, the only potential development sites are three City parking lots, including the WTS South and two Caroline Street lots.

There are no obvious vacant redevelopment sites in the area north of Erb Street, except for several existing private parking lots. Because of the small size of most of these parking lots and the fragmented land ownership pattern, it is very unlikely that many of them could successfully redevelop their parking lots without the assistance of a municipal parking garage or lot in the area to provide economic development assistance by providing a shared public parking supply.

4.0 In order to realize the urban vision for the Uptown by actively facilitating additional compact development, the City should significantly improve and expand the Municipal Parking System (MPS) over the next ten to fifteen years or as demand justifies it. The recommended locations for new garages in probable order of priority include:

- a 100 stall single level deck over the Dupont Street Lot
- a 500 to 750 stall garage on the Waterloo Town Square South Lot
- a 400 to 500 stall garage north of Erb and East of King Street
- a 400 to 500 stall garage on the City Hall parking lot
- a 100 stall single level deck over the Waterloo Town Square North Lot

This would bring the total MPS off street supply to 3,083 parking stalls – an increase in size of 42%. The potential locations for this new parking infrastructure are illustrated on Figures 3 and 4. The estimated capital cost of providing the future MPS as just described would be approximately \$40.0 to 46.0 million (2008 dollars) over ten to fifteen years. It should be noted that the size of the garages may be reduced if TDM measures are successful in reducing single occupant vehicle demand. They may also be smaller if private developers provide more on-site parking than anticipated.

These garages will, in turn, facilitate the following development in the Uptown:

- 610,000 sq. ft. of office / commercial space
 - 210 residential units
 - with an approximate building value of \$144 million;
- providing:*
- 2,000 new employees;
 - 315 new residents
- in the Uptown BIA,
- generating:*
- approximately \$940,000 / year in new City realty taxes.

5.0 In order to improve the supply of publicly available short term parking for customers visiting the north Uptown area, the City should initiate discussions with the Region regarding the placement of some on street parking along Bridgeport Road and Erb Street. The City should also provide additional on street spaces in the vicinity of the Library on Caroline Street north and Dupont Street in 2008. In total, up to 59 spaces may be possible, which represents a 25% increase in the existing 235 space on street supply.

6.0 Parking can be a powerful tool in Transportation Demand Management (TDM).

Successful TDM initiatives should be focused on reducing future parking demand in the Uptown core, thereby also reducing the need for future municipal parking infrastructure.

Developing effective TDM strategies and programs that result in a 10% shift from driving single occupant vehicles to using more transit, car/van pooling, cycling, walking and teleworking would reduce future parking demand for municipal parking by up to 215 vehicles. This would not only reduce the cost for future municipal parking facilities by

approximately \$5.4 million 2008 dollars, it would also increase transit ridership and revenue and reduce congestion and pollution, thereby increasing the quality of life in the City.

In order to ensure that these important elements are effectively incorporated into the Uptown Parking Strategy, the Parking Services department should take on an active and lead role in providing TDM programs and initiatives for the City.

- 7.0** Municipal parking garages are substantially more expensive than surface lots and are rarely self financing, except in the largest cities. In fact, most municipal parking garages are financially feasible only because of the operating surpluses that are generated by the on and off street parking fees. Funding the new garages required to facilitate future development as described will require several revenue sources.

The City has a menu of choices from which to draw upon in funding the future parking program, including:

- existing municipal parking lot land sales,
- a payment in lieu of parking program to enable private sector participation,
- parking user fees.
- a portion of the realty taxes generated by new development on former City parking lots

Annual surplus revenues from the parking system, after contributions to the maintenance and capital repair reserve funds, should be placed into a new capital reserve fund set aside for the construction of new garages or surface lots. This would allow the build up of some funds and in turn reduce the need for capital debt.

The analysis provided in this report confirms that the City will be able to successfully address the funding challenges associated with the future parking program by utilizing all of the funding sources described above.

- 8.0** In order to allow the parking program manager to focus their efforts on optimizing the operation of the existing system and effectively plan for the future, a full time clerical position should be created for the department.

The need to actively plan and implement future parking garages on the scale described in this report, will substantially change the scope and nature of the parking program and require a manager with significant knowledge in project finance, economic development, transportation demand management, capital planning and budgeting as well as construction management. This will be a demanding role that will involve responsibility for the successful delivery of substantial new parking infrastructure with a value of up to \$46.0 million in order to facilitate additional development in the Uptown area.

In order to accomplish these important business objectives, the Municipal Parking Program would best be managed by someone in a Senior Management position. As we understand the current management structure at the City, this role would be similar to that of a Division Director level.

9.0 Based upon the foregoing conclusions, the following recommendations are made regarding the Municipal Parking Program for Uptown Waterloo.

Key Strategic Recommendations

- a) In 2008 - Implement a Payment in Lieu of Parking Policy in order to facilitate efficient and economic development in the Uptown, including infill development on smaller sites along the traditional King Street corridor and larger building sites, including identified MPS parking lots.
- b) In 2008 - Implement new on street parking along Bridgeport Road and Erb Street in cooperation with the Region and on Caroline and Dupont Streets, This parking should be provided on a pay for use basis with a rate of \$2.00 per hour.
- c) In 2008 - Actively Plan for a 100 space parking deck on the Dupont Street lot for opening in 2011/12.
- d) In 2008/09 – Actively plan for the development of a 600 to 750 stall garage on the Waterloo Town Square South lot for opening in 2013.
- e) In 2008/09 - Actively Plan for new garage north of Erb and East of King Street by identifying and acquiring a site for such a facility.
- f) In 2009, start building Capital Reserves for future garage construction from annual operating surpluses and parking lot land sales, beginning with an annual target of \$150,000 per year.
- g) In 2008/09 and beyond, demonstrate TDM leadership by actively promoting transit use, ridesharing and auto share through the development of programs and the effective use of parking pricing to encourage increased use of transit and ridesharing, thereby reducing the need for future parking infrastructure.
- h) In order to effectively implement the Uptown Parking Strategy, the following goals and objectives (guiding principles) should be adopted:

Municipal Parking System Goals

- To support the **Urban Design Vision** for the core area by minimizing surface parking and encouraging higher density through the use of parking structures that are well located.
- To foster **Economic Development** by assisting the private sector in achieving the urban vision through strategic public investment in the provision of municipal parking facilities and services
- To implement **Transportation Demand Management** by influencing commuter mode choice through parking supply management and pricing and the provision of alternative commuting options through the parking program.

Each component of the Parking Strategy should fulfil one or more of these goals in order to be of value in supporting the overall planning Vision for the development of the Uptown core.

Based upon these primary goals, the following six guiding principles are recommended for the Municipal Parking System:

Municipal Parking System Guiding Principles

1. Maintain an appropriate supply of affordable, secure, convenient and appealing shared public parking that is accessible to all segments of the community .

2. Enhance the attractiveness of Uptown Waterloo by utilizing progressive urban design principles that support compact urban development, walk ability, safety, security and visual appeal.

3. Encourage and support sustainable economic development in the urban core by engaging the private sector in partnerships for the provision of strategically located municipal parking structures.

4. Provide facilities and programs that support public transit, taxis, ride sharing, cycling and walking by demonstrating Transportation Demand Management Leadership.

5. Operate as a financially self-sustaining parking enterprise in order to effectively deliver services that support good urban design, economic development and transportation demand management.

6. Engage the Community in consultation to support decision making and operate with transparency by regularly communicating with Community stakeholders.

Key Operational Recommendations

- i) Maximize the utilization of the existing parking system by:
- Adding a full time clerical staff position to the parking program
 - acquiring a monthly parking permit software program that will facilitate timely and accurate tracking of demand and utilization.
 - Conducting annual utilization surveys of all municipal parking facilities in order to understand the nature of use and if necessary implement pricing programs to optimize use.
 - continuing to oversell parking in lots where regular monitoring indicates the feasibility of doing so.
 - converting the first two levels of the Uptown parkade to pay n display operation, from cashier operation and leasing out more monthly parking during regular weekday daytime hours.
 - providing longer stay (all day hourly paid) parking in the Station Street and Regina lots to provide more options for visitors who require more than two hours of parking.
 - in future adjust parking rates to reflect demand rather than type (i.e. surface paved, surface unpaved, parkade).
 - Including the City Centre lot in the MPS portfolio so that it can be managed in conjunction with the other MPS facilities in order to optimize utilization and revenue throughout the Uptown.
- j) Improve the supply and location of Accessible Parking as follows by adding:
- 1 space in the City Centre lot,
 - 1 space in the Regina Lot, and
 - 1 space in the Caroline or Waterloo Town Square south Lot.
 - 2 on-street spaces along the north curb side of Willis Way near the east end,
 - 2 on-street spaces on King Street (one each north and south of Erb Street)
- Review with GRAAC, the travel route to/from the accessible spaces in the Parkade to determine what if any improvements can be made.
- Review with GRAAC and the Region, the need for pick up and drop off locations on King Street north and south of Erb Street.
- k) Include more auto share spaces in City parking facilities, beginning with two spaces in the Parkade.

- l) Include preferential parking for van/car pool riders in terms of price & location including:
 - four spaces in the City Centre lot close to the building,
 - three to four spaces in the Waterloo Town Square South lot, close to King Street
 - three to four spaces in the Dupont Lot and
 - perhaps two to four spaces in the Uptown Parkade.
- m) Include more bicycle parking facilities including:
 - 10 additional spaces in the Uptown Parkade
 - 10 spaces in the Waterloo Town Square North lot in bicycle lockers
 - 5 spaces (total) in the Regina and Station lots or along Regina street
- n) Provide 24 to 48 motorcycle/moped spaces throughout the Uptown
- o) Create a guaranteed ride home program for transit users & car/van pool customers
- p) Develop a Corporate Transit Pass program for City and Regional staff using downtown parking facilities and expand it to all employers in the Uptown core.
- q) Regularly increase monthly parking rates and ensure that free parking is eliminated in any new garages and lots
- r) Gradually implement paid parking for all off street parking facilities.
- s) Increase staffing of existing Parking program by adding one full time clerical position and continuing with Co-op student program.
- t) Develop and web based marketing and communications program that informs stakeholders regarding the goals and objectives of the MPS, including its budget and future development program.
- u) Create a separate departmental division for the Parking Program and assign it the lead role in initiating and managing Transportation Demand Management programs for the City, especially those focused on the Uptown area.

In order to effectively plan and deliver the substantial future parking infrastructure and program needs outlined in this report, the Parking Program should eventually be managed and operated as a separate departmental Division within the Public Works Services Department or the Corporate Services Department.

The key steps for the successful implementation of the Parking Strategy are graphically illustrated in the attached Action Plan.






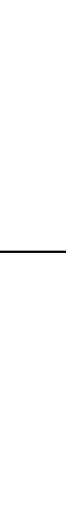

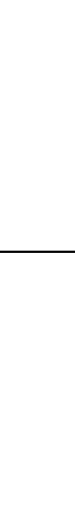
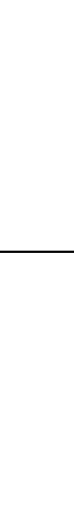


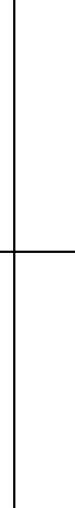



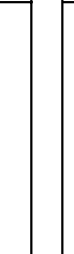
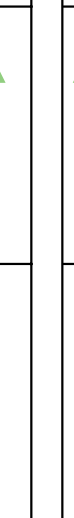

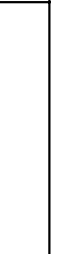

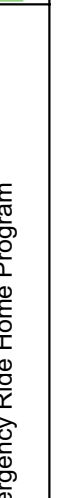


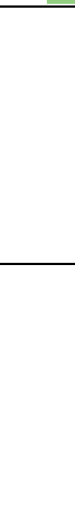
**Action Plan
Uptown Waterloo Parking Strategy**

	2008	2009	2010	2011	2012+
IMPROVED MANAGEMENT OF EXISTING SYSTEM					
1. Accessible Parking Improvements <ul style="list-style-type: none"> • Add 4 New Spaces • Investigate 2 Pick-up/Drop-off Locations on King • Improve Accessibility to Parkade 	IMPLEMENT	↑			
2. Convert Parkade to Pay'N'Display	IMPLEMENT	↑			
3. Add Pay'N'Display to City Centre, Regina lots	IMPLEMENT	↑			
4. Maximize Monthly Parkers in Parkade	IMPLEMENT	↑			
5. Add One Fulltime Clerical Staff to Parking OPS	IMPLEMENT	↑			
6. Add Parking Management Software	IMPLEMENT	↑			
7. Add City Centre Lot to MPS Portfolio	IMPLEMENT	↑			
8. Create Web-Based Marketing & Communications Program	IMPLEMENT	↑			

**Action Plan
Uptown Waterloo Parking Strategy**

	2008	2009	2010	2011	2012+
NEW PARKING INFRASTRUCTURE INVESTMENT					
1. New On-Street Parking <ul style="list-style-type: none"> • 59± spaces on Brideport, Erb, Caroline, Dupont • Charge \$2.00 / hour 	PLAN	PROVIDE			
2. Deliver New Parking Deck <ul style="list-style-type: none"> • 100 Stalls on Dupont Lot 	PLAN	PLAN	CONSTRUCT	OPEN	
3. Partner with Private Sector to Deliver New Garage at Waterloo Town Square South <ul style="list-style-type: none"> • 500 to 750 stalls 	PLAN	PLAN	CONSTRUCT	CONSTRUCT	OPEN 2013
4. Partner with Private Sector to Deliver New Garage Northeast of Erb / King <ul style="list-style-type: none"> • 400 to 500 stalls 	INVESTIGATE	PLAN	PLAN	PLAN	OPEN POST 2012
5. Partner with Private Sector to Deliver New Garage on City Centre Lot <ul style="list-style-type: none"> • 400 to 500 stalls 					POST 2012

**Action Plan
Uptown Waterloo Parking Strategy**

	2008	2009	2010	2011	2012+
TRANSPORTATION DEMAND MANAGEMENT INITIATIVES					
1. Incorporate TDM through Municipal Parking Program					
2. Uptown Transit Pass Program					
3. Add Autoshare Spaces <ul style="list-style-type: none"> In Parkade and elsewhere as required 					
4. Provide Motorcycle / Moped Spaces <ul style="list-style-type: none"> 24 - 48 new spaces 					
5. Add Bicycle Spaces / Lockers <ul style="list-style-type: none"> 25 new spaces 					
6. Provide Emergency Ride Home Program					
7. Create Car / Van Pool Program <ul style="list-style-type: none"> Add Priority Stalls Create Ride-Matching Website 					
8. Engage Employers / Students <ul style="list-style-type: none"> Provide Comprehensive TDM Services Link with Parking Program 					

**Action Plan
Uptown Waterloo Parking Strategy**

2008	2009	2010	2011	2012+
------	------	------	------	-------

FINANCIAL RESOURCES				
1. Parking System Annual Surplus	\$150,000	\$150,000	\$150,000	\$150,000
2. Charge for New On-Street Parking: \$2 / hour	IMPLEMENT	ONGOING		
3. Payment-In-Lieu Policy <ul style="list-style-type: none"> Create Private / Public Partnership Opportunity 	IMPLEMENT	DIRECT SURPLUS REVENUE TO GARAGE FUND		
4. Charge for All Parking in New Garages		DIRECT SURPLUS REVENUE TO GARAGE FUND		
5. Parking Lot Land Sales		DIRECT SURPLUS REVENUE TO GARAGE FUND		
6. New Development Realty Tax Uplift <ul style="list-style-type: none"> Use Portion to Fund Garages 		DIRECT SURPLUS REVENUE TO GARAGE FUND		
7. Regularly Increase Parking Fees <ul style="list-style-type: none"> Monthly Rates @ 10% per year Hourly Rates @ 25% every 5 years 		DIRECT SURPLUS REVENUE TO GARAGE FUND	10% Monthly Rate Increase	25% Hourly Rate Increase 2013

**Action Plan
Uptown Waterloo Parking Strategy**

	2008	2009	2010	2011	2012+
MANAGEMENT STRUCTURE AND DIRECTION					
1. Approve Guiding Principles	APPROVE			ONGOING IMPLEMENTATION	
2. Create Separate Parking Department <ul style="list-style-type: none"> • Directors Management Position 	PLAN			IMPLEMENT	
3.					
4.					

Appendix A
Stakeholder Comments

Summary of City & Regional Staff Session Comments

1.

- Driving is faster than transit
 - Need global warming hook
-

2.

- Corporate Transit Pass subsidized by Region
 - Will have Region TDM programs in place by September
 - Applaud holding onto public square
 - Need to provide trees, walkways like WTS South Lot
 - Strategy should also look outside downtown – where our demand is generated
 - Need to build TDM awareness
 - Need to offer alternative program to driving (TDM)
 - Should reflect Visualizing Densities project on Regional website
 - Important to engage all stakeholders and build recognition
 - Need to describe parking study as you do here – urban design / TDM / economic development – might generate more interest
-

3.

- Need to promote TDM programs for BIA employees, too
 - People don't come because of free parking, but because there is unique services / product / attraction
 - Massive resistance to parking fees – hard to link economic sources with free parking
 - People don't link global warming with parking
 - Need to build awareness
-

4.

- Be bold in forecasts – reflect impact of shared parking, TDM and future LRT
-

5.

- Promote car pooling and fleet of staff shared smart cars
 - Need to walk the talk re. TDM
-

6.

- There are always hurdles to be overcome, but we need to be leaders
 - Need to coordinate parking and transit strategies across the Region
 - How will strategy reflect new Rapid Transit Initiative in core?
 - How do we transition from today to TDM future
-

7.

- Parking cash out – some staff groups not interested
 - Need to focus on the positive aspects
 - Create public sector results for promotion to private sector
-

8.

- Against more on-street parking
- Business owners think we need free parking to attract suburbanites
- Studies show that people who live/work in core stop there (no suburbanites)
- Garage is underutilized – fix it
- Smart spaces at WTS well received, need more in future on other lots

Summary of Stakeholder Focus Groups Comments

1. Peoples Car Co-op

- Has 9 vehicles out
> 3 in Waterloo
 - Research suggests each car share vehicle drops demand by 4 to 8 vehicles
 - Congestion is not an incentive in Waterloo compared to busy cities – therefore, convenience & “green environmental” brand important
 - Providing free parking at City lots as part of package would be good
 - Parking permit which allows priority parking spot would be beneficial
 - City & Region could show leadership by becoming corporate members
 - Should consider amending parking bylaws to encourage auto-share space use provision in return for reduced supply
-

2. Waterloo Citizens Environmental Advisory Committee (WCEAC):

- Need more bicycle parking and lockers
 - Need space for bikes with cars / buggies attached
 - Free shuttle along King Street should be considered
 - Businesses and people who want to park longer than 2 hours should pay
-

3. BIA:

- Have good challenges in Uptown due to rapid growth
 - Don't forget solution for north of Erb – address it before King / Allen
 - > consider Canada Post site
 - > deck behind BMO north of Erb
 - Need to have a plan for continued growth – where would next garage be after addressing north of Erb
 - BIA Board would strongly oppose removal of free parking in Uptown, especially on-street
 - > look at all other potential revenue streams
 - will ask board who should pay for parking
-

4. Grand River Accessibility Advisory Committee (GRAAC):

- Should factor in AODA standards on transportation and parking
 - Few well located handicapped spaces – none on King Street
 - Need spaces for convenient 5-minute drop-off
 - Hard to get in/out of parkade after parking – 3 doors!
 - Need much more attention to pedestrian routes in general and to/from parking
 - > need safe shaded paths
 - Parking should be less visible but handy
 - Paid parking is OK, but have to consider needs of disabled – extra time to get to/from parking, logistics of using machines – not easy to go back and top up machine
 - Would be better if they could use some private lots which are closer to destination than City parking
 - Side located ramp is preferable to rear
 - Downtown businesses do not clear snow from sidewalks fast enough
 - Be careful where trees and bike racks are placed – they impede access
 - Bicycles are a significant hazard to handicapped people, especially blind with dogs – they cannot hear bikes until too late
 - Should consider increasing percentage of handicapped stalls – they are hard to find and are often full
 - Need audible signals
 - Check with Harrington Group who City / Region hired to do an accessibility audit
 - Need larger type on signs
-

5. Waterloo Parks Committee:

- Why does BIA boundary extend into park northeast of Caroline?

Question 1: Attractiveness

- Need better planned and designed walkways and edge treatment on lots – more shade required on paths and sidewalks
- Need more bike and moped parking
 - > some inside garage
 - > asphalt not useful for mopeds – need concrete base
- use less curbs in lots to reduce snow removal issues and pedestrian hazard
- North WTS exit onto Erb is dangerous – should be closed
- Waterloo vision is “small town feel” – roads wider than 2 basic lanes in Uptown are incompatible with this vision

Question 2: Economic Development

- There is more than enough parking

- Should use some lots for redevelopment
- People come to Uptown for places, not parking. If you make Uptown an attractive destination, parking is a secondary issue
- Provide better wayfinding signs for parking
- On-street parking with bump outs that include flowers are great – include more!

Question 3: Natural Environment

- Use less road salt
- Manage storm water run-off better
- Use swales and cisterns to collect water for use in landscaping
- Encourage non-auto use, particularly bikes & walking
- Make new Rapid Transit Line FREE for first two years – people will try it & like it!
- Ask Auburn to supply parking for Autoshare

Question 4 (Funding)

- Split payment between parkers, businesses and taxpayers
- City staff should pay for parking to set an example – university staff pay!
- BIA should self-police misuse of free parking by employees
- Even free lot spaces should have a P&D machine that issues a ticket with time on it – reminds people that they are getting a perk! (Cambridge CBD does this!)
- Include handicap stalls in First Gulf temporary lot
- Do handicap stall utilization study using students

Summary of Public Open House Comments

1.

- Walks everywhere
- Make sure we provide walkways and trails in Uptown.

2.

- Primarily interested in need for new garage and whether they can help city

3.

- Issue with Paradigm occupancy surveys – LCBO not open, students not back, right-in only access to WTS south lot inhibits use
- Public Square loss of parking is bad planning
- Loss of old WTS lot adjacent to King Street bad planning
> has resulted in lost customers
- City should not have lost parking mentioned above
- Good to see strategy is now being prepared – better late than never
- Problem is City has no creditability with business owners after Public Square – they assume that their input will not be reflected, so why bother – that is why no one is at this meeting.
- Claims he did not receive notice of meeting – found out through paper (?)
- See also Waterloo chronicle article with his comments

4.

- Keep 2 hours free – no more, no less
- Convert Lot A to hourly from permits
- Concerned re Barrel Yards & YMRC during special events (?)
- City staff should pay for parking (no taxpayer subsidy)
- Does not like Pay And Display machines – prefers single meters with \$1 or \$2 charge (after 2 hours free).

Summary of Email & Phone Comments from the Public

- Questions on Public Notice are biased
 - Imply that economic growth only possible with parking provisions
 - Answers to the questions:
 - Question 1: Parking should be available – but not in open area / not as a downtown landmark
 - Question 2: Economic Growth for City core cannot be based solely on auto accessibility. Must also focus on pedestrians; cyclists & transit, by avoiding car-based downtown will avoid congestion.
 - Question 3: Develop underground and high density parking towers.
 - Question 4: People / Shoppers should pay for parking, people who use transit – should be reimbursed by stores – stores then claim reimbursement from parking fund.
-

- runs office with 18 people
 - waiting months for parking permits?
 - sales staff need in / out parking that is convenient
 - Waterloo parkade desired but not available – result, pay \$6 / day
 - But Parkade appears to be empty
 - More attention required to business community & employee parking – now too expensive and not enough spaces close by
 - continued business expansion will make this a bigger issue
-

Concerns:

- Parking is all in one area
- City lots closed 2:30 AM to 6:00 AM
 - > many allow patrons til 2:45 AM
 - > move closing time to 3:00 AM
- Bars should be able to call in re cars staying overnight due to customer inebriation
- time limits for call in need to be after 1:00 AM

-
- What about Park'n'Ride
> part at Rec Centre – shuttle for \$2 (return)?
 - Example in England – bus every 10 minutes
-

- Frequent bike rider
 - Difficult to find convenient bike racks / rings
 - One rack in new Square a good start – but not enough
 - Need more bike parking to generate more trips
-

- Get rid of on-street parking west side of Caroline Street – dangerous for cyclists
 - Not in favour of making Caroline two lanes for parking or bike lanes – especially with traffic from new Barrel Yards
 - Remove parking from behind City Hall for employees – make them WALK
-

- Lives in core – Alexandria & Avondale
 - Read Chronicle Article
 - Concern re on-street parking on Caroline
 - Northbound on-street has been removed
 - Wants southbound to go, too.
 - On-street was supposed to be temporary until lots finished
 - return to no parking.
-

- Evening shows generally OK for parking
- Need better signage to Library Lot
- Has had to scale back matinees due to lack of parking

- North of Erb Lot is needed
 - > Post Office best option
 - > Should make all on-street north of Erb – 2 hours
 - Wants to modernize – but needs parking solution
 - User Pay is OK.
 - ENVIRO:
 - > Lighting that does not spill into the sky
 - > Recycled asphalt
 - > Green lots
 - > Provide a sign re. don't like our parking rates – Try transit!
 - > Shade trees
 - > Try transit
 - > Catch oil in run-off?
 - Should get City & RMOC employees out of convenient parking – put them in remote lots like the Recreation Centre
 - Free up good parking for business people
 - Need to overcome “perception” that there is a parking problem
 - > market, advertise & provide it close by
 - Need “Lot Full” sign at Garage
-

- July 5th date bad planning during HIGH vacation period
-

- Garage
 - > Annual Pass Renewal should be confirmed with employment
 - > Designate free scooter and motorcycle parking in garage
 - > Use old LCBO lot on Erb Street for new garage
 - Street parking should continue to be free
 - Crosswalk required on Laurel Trail at Railway Tracks
-

- Live and work in Waterloo
- Eat lunch out every day
- Do not consider Uptown due to lack of convenient parking
- Agrees with Paul McGough's comments re. loos of parking on west side of King Street

- Hope we DO NOT become like downtown Kitchener
-

- Email address erroneously contains a hyphen
 - Agrees with Robertson's refreshing attitude re parking, (re. comment that high use / popular areas may not be the best ones to pave over)
 - Cyclist, wants bike lanes on King Street
 - Like hiding parking behind buildings – good move!
-

- Lives in Waterloo for 12 years
 - Walk / cycle / drive / bus through King / William daily
 - Don't see any parking problems
 - New LCBO building which put old ugly lots behind buildings – are more attractive in town
 - Key is to make Uptown more interesting
 - Increase parking north of Erb, near Cinemas
 - Close laneway between Church & LCBO – people keep driving the wrong way
-

- Retires – visits Uptown daily
- No shortage of parking
- Disputes Paul McGough's comments re. WTS South walking distance
- Copy European example – pedestrian friendly

Appendix B
Potential New On-Street Parking



POTENTIAL NEW ON STREET PARKING LOCATIONS IN UPTOWN WATERLOO

**PRELIMINARY
DRAFT**

- 1-12 Number of On-Street Parking Spaces
- Yellow dashed line On-Street Parking Location
- Black dashed line On-Street Parking, Shared Driveway
- Star symbol On-Street Parking, Shared Driveway
- Red dashed line MIA Boundary