

ENABLING PUBLIC PARKING IN EXISTING PARKING LOTS

EXECUTIVE SUMMARY

Administration is recommending a policy change to enable parking in existing developments to be used for public parking at the discretion of the applicant. The purpose of this approach is to better use existing parking supply, primarily in Main Streets and transit station areas. This allows The City to improve parking options in an organic, incremental fashion without requiring capital investment. The policy also allows private businesses to generate additional revenue from underutilized parking stalls via paid parking. As a first step, this report provides the draft policy to support this direction. A subsequent step is to develop an implementation process, refine the draft policy and apply to pilot sites through 2017. The goal is to have a streamlined process for a development to provide public parking on existing sites. The process will assess the ability to make parking available with respect to existing parking demand while mitigating potential spillover. Implementing the process for pilot sites will allow The City to monitor, manage and mitigate any impacts to the community through the process.

ADMINISTRATION RECOMMENDATIONS

That the SPC on Transportation and Transit recommend that Council:

1. Receive for information the draft amendment to *A Parking Policy Framework for Calgary* (TP017) in the Attachment.
2. Direct Administration to develop an implementation process to enable public parking in existing developments and apply this process to pilot sites over 2017.

RECOMMENDATION OF THE SPC ON TRANSPORTATION AND TRANSIT, DATED 2017 JANUARY 18:

That the Administration Recommendations contained in Report TT2017-0042 be approved.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2016 June 20, Council approved report TT2016-0204 on the Integrated Downtown-TOD Parking Strategy. This included the approval of recommendation 2, which directed Administration to undertake the implementation actions in Attachment 4. Attachment 4 contained the following recommendation on page 3:

Action	Description or Issue	Proposed Path to Resolution	Completion Date
Shared parking	The ability to better use the private parking supply and look for parking synergies was identified not only downtown, but in TOD areas and main street areas to improve the flexibility of the parking supply. This would look at reviewing the broader rules in the Land Use Bylaw to see if it is possible to make parking for new and existing developments more accessible to the general public.	Revise land use bylaw and policies to reflect outcomes of review to be brought to SPC on T+T and CPC	Q4 2016

ENABLING PUBLIC PARKING IN EXISTING PARKING LOTS

Also at the 2016 June 20 Regular Meeting of Council, Council approved recommendation 2 in report TT2016-0319 (A Review of Calgary Transit Park and Ride), which stated:

2. Enable shared use parking in the vicinity of CTrain stations and major bus use terminals through Land Use and Policy provisions.

This initiative is intended to address both recommendations. A deferral of one month was requested and approved in report TT2016-0834 to allow for more time for engagement.

BACKGROUND

With the exception of purposefully built stand-alone public surface lots and public parkades (parcels where the sole use on the site is for parking), parking within a development in Calgary is exclusively tied to the use that it was built to support. Once the parking infrastructure is built for a development it is expected from that point forward that the parking is to exclusively be used by the visitors to the development. The parking requirements at the time of developments' build-out are an average demand for the use and may not reflect the actual generated demand in the development. The parking demand within a development will change as commercial uses change over time.

The Municipal Development Plan (MDP) and Calgary Transportation Plan (CTP) envision Main Streets and transit station areas as vibrant areas with street front businesses and many available travel options. While the long-term goal is to increasingly accommodate travel within and to these areas via walking, cycling and transit, it is recognized that the automobile will predominately support business activity during redevelopment. The objective of enabling public parking within existing developments' parking lots is to allow built parking infrastructure to respond to changing demand as Calgary changes and develops. The intent of these changes is not to create additional parking in a community, but rather to better use existing infrastructure.

Administration is currently working on planning the future requirements of City-owned Park and Ride sites. Allowing private developments to provide public parking will provide significant opportunities for area landowners to supplement City-provide parking at these locations and reduce capital investment needs. The City maintains approximately 15,000 stalls along the LRT system, and there are approximately 40,000 privately owned surface parking stalls within 300m of LRT stations.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

At first glance, improving access to parking in these areas may seem counter to broader objectives of the Calgary Transportation Plan. However, the broader strategic goal is facilitating the intensification of Main Streets and transit station areas. A significant part of achieving the goals of the MDP and CTP is having more people living, working and shopping in these areas. If Calgary is successful at establishing these areas, this will have a significant impact on increasing travel by walking, cycling and transit. The main intent of improving access to parking in these areas by better using existing parking facilities is to facilitate the transition of these areas in the interim and address surrounding community issues throughout redevelopment as

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the lack of parking through the redevelopment process a threat to successfully achieving this outcome.

Allowing private developments to provide surplus or off-peak parking to the general public offers many benefits:

- Existing infrastructure can be used more efficiently by managing overall area demand instead of individual site demand
- There is less necessity for The City to provide parking in Main Street and transit station areas by empowering the private sector to fulfill demand instead of requiring The City to build expensive parking structures to meet demand. This also allows The City to use the funds that would have been required to maintain these structures on other initiatives that benefit Calgarians
- Underutilized sites offer an opportunity for communities, particularly in Main Street areas, to work together with area landowners to help address community parking issues such as existing spillover parking issues
- Individual developments with very high parking demands can leverage surrounding parking supply if their on-site supply is not sufficient
- Landowners of underutilized sites have the opportunity to realize a new revenue stream
- Underutilized sites will have increased activity which may improve community outcomes
- There is a reduced risk to The City from owning parking infrastructure which may not be required in the future with the potential of autonomous vehicles not requiring present-day parking solutions
- There is potential for reducing future required parking requirements by managing an overall area's parking demand

There are potential for some risks by opening up existing parking for public use. They are described as follows:

Risk	Description	Mitigation Strategy
Spillover parking	Some landowners may be willing to displace their existing parking demand for paying parkers. Additionally, some parkers may avoid entering a pay lot and park in less desirable locations. This could have a negative impact on the surrounding community.	Require applicants to submit a spillover mitigation strategy as part of the permit process. Use time limits on permits to address issues if the mitigation measures are not adequate (i.e. no renewal).
Increased area traffic	Opening up existing parking for public use could increase traffic, particularly at certain times of day.	Traffic impacts of the site at full use have already been considered as part of the original development permit. For very large sites with different time-of-day demands, a transportation impact assessment may be required.
Persistence of	By adding additional revenue	Using time limits on permits could

ENABLING PUBLIC PARKING IN EXISTING PARKING LOTS

underutilized or undesirable sites	stream from parking, landowners may be less motivated to redevelop these sites.	remedy this. It is expected that the value generated from these sites is not likely large enough to overcome broader economics affecting site redevelopment.
Site parking demand increases after permit approval	A number of factors could increase site parking demand over time (tenancy changes, increased economic activity, etc).	Using time limits on permits could remedy this. It is expected that businesses generally will prioritize their customers over the general public for parking, and would adjust their provision of parking accordingly.
Alignment with broader strategic goals	Providing more parking in these areas could discourage non-auto travel over time.	Allowing better use of the parking facilitates more development in Main Street and transit station areas, which will fulfill the broader multi-modal goals of these areas.

Administration is proposing to develop an implementation process to streamline the process of enabling public parking within existing developments over 2017. As the parking infrastructure is already built to the Development Authority's requirements through the original Development Permit for the existing development it is not necessary to review the physical details of the site. A streamlined approval process focussing on addressing the risks of allowing for public parking to the Development Authority's satisfaction will be developed. The applicant would be required to provide a mitigation strategy for potential parking spillover into the community. Large sites may also be required to provide a transportation study for any impacts to the road network in the vicinity of the site, and/or a parking study to determine surplus supply at the request of the Development Authority. These steps will be further determined through development of the implementation process, which may include land use bylaw and further policy amendments.

Administration is recommending implementing the proposed process on a pilot basis by allowing public parking within a development for a limited period of time to allow for monitoring of the success of the public parking and the mitigation of risk factors in the community. Any changes or improvements discovered during the pilot period would be brought forward in a subsequent update report.

The draft policy update to *A Parking Policy Framework for Calgary* to provide direction for the implementation of allowing existing developments to provide public parking is contained in the Attachment. The policy will be formally amended once the implementation work is completed. The reason for providing a draft policy at this time is to provide Council with the general direction of the approach while allowing opportunity to refine it once the specific implementation steps are determined.

Stakeholder Engagement, Research and Communication

The National Association of Industrial and Office Properties (NAOIP), and the Building Owners and Managers Association (BOMA) and the Business Improvement Areas (BIAs) have been

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ENABLING PUBLIC PARKING IN EXISTING PARKING LOTS

engaged in the proposed approach to enabling public parking within existing developments and have not identified any concerns.

The Calgary Parking Authority and local private parking operators have been engaged on the proposed approach to enabling public parking within existing developments. They have not identified concerns and see value in the proposed approach.

Strategic Alignment

Enabling public parking in existing developments aligns with the Calgary Transportation Plan policy 3.9.g: “Shared parking should be used to optimize existing facilities and park and ride lots”. Additionally, allowing more efficient use of existing parking infrastructure supports the goal of the Municipal Development Plan to shape a more compact form by, “direct[ing] future growth of the city in a way that fosters a more compact, efficient use of land, creates complete communities, allows for greater mobility choices and enhances vitality and character in local neighbourhoods”. Facilitating these areas is a major part in achieving the city-wide modal split goals in the CTP. The potential of the proposed policy to allow for reduced parking requirements in future developments due to more resourceful management of the area supply, will use land efficiently and thoughtfully while providing more character and vitality opportunities.

Social, Environmental, Economic (External)

By managing the area parking supply, the policy and proposed process will help communities maintain their quality of life and character by providing flexible parking management for the overall area based on generated demand instead of dedicated use parking, be it surface or structured. The policy amendments empower communities and business areas to collaboratively find solutions to parking issues.

By allowing existing infrastructure to be provided for parking independent of uses within the development, less land may be required to meet parking requirements resulting in less impermeable surfaces created for parking.

Where sufficient demand exists for a parking charge to be introduced, developments can increase their revenue by selling surplus or off-peak parking to the public.

Financial Capacity

Current and Future Operating Budget:

There are no significant impacts to The City’s current or future operating budgets.

Current and Future Capital Budget:

There will be significant savings by avoiding the capital required by the City to provide standalone public parking facilities in transit station areas, specifically in transit station area locations. The savings will be achieved both by avoiding the need to obtain land to be used for parking and in providing surface or structured parking infrastructure on the land.

ENABLING PUBLIC PARKING IN EXISTING PARKING LOTS

Risk Assessment

Many of the risks of this initiative are identified in the investigation section. The primary strategy to limit these risks is to approach on a pilot basis, and then adjust the program as required.

REASONS FOR RECOMMENDATIONS:

The proposed process to enable public parking within existing developments aligns with City goals to optimize existing facilities, allow for more efficient use of land and facilitate the development of Main Street and transit station areas. The approach includes mitigation principles to manage risks to an area associated with enabling public parking. The risk and cost to The City of having to provide additional parking to a Park and Ride area can be reduced or potentially avoided by allowing for current existing infrastructure to be used more efficiently across a broader area than just within an individual development.

ATTACHMENT

Draft Policy Amendment