

- 1. Park & Cycle Study and Pilot Project**
Étude sur le parc-o-vélo et projet pilote

COMMITTEE RECOMMENDATIONS

That Council:

- 1. receive the Park & Cycle Study report for information; and,**
- 2. approve the Park & Cycle pilot project at Andrew Haydon Park for up to three years as detailed in this report, subject to the approval of the required zoning by-law amendment by Planning Committee and Council.**

RECOMMANDATIONS DU COMITÉ

Que le Conseil municipal :

- 1. prenne connaissance du rapport d'étude sur le Parc-o-vélo; et,**
- 2. approuve la réalisation du projet pilote de parc-o-vélo dans le parc Andrew-Haydon pour une période maximale de trois ans, comme il est indiqué dans le présent rapport, sous réserve de l'approbation par le Comité d'urbanisme et le Conseil de la modification nécessaire du Règlement de zonage.**

DOCUMENTATION / DOCUMENTATION

- 1. General Manager's report, Transportation Services Department, dated 25 March 2019 (ACS2019-TSD-PLN-0002)**
Rapport du Directeur général, Direction générale des transports, daté le 25 mars 2019 (ACS2019-TSD-PLN-0002)
- 2. Extract of Draft Minute, Transportation Committee, 3 April 2019.**
Extrait de l'ébauche du procès-verbal de la Comité des transports, le 3 avril 2019.

TRANSPORTATION COMMITTEE 2
REPORT 2
10 APRIL 2019

COMITÉ DES TRANSPORTS
RAPPORT 2
LE 10 AVRIL 2019

Report to
Rapport au:

Transportation Committee
Comité des transports
3 April 2019 / 3 avril 2019

and Council
et au Conseil
10 April 2019 / 10 avril 2019

Submitted on March 25, 2019
Soumis le 25 mars 2019

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Ward: CITY WIDE / À L'ÉCHELLE DE LA File Number: ACS2019-TSD-PLN-0002
VILLE

SUBJECT: Park & Cycle Study and Pilot Project

OBJET: Étude sur le parc-o-vélo et projet pilote

REPORT RECOMMENDATIONS

That the Transportation Committee recommend that Council:

- 1. Receive the Park & Cycle Study report for information; and,**
- 2. Approve the Park & Cycle pilot project at Andrew Haydon Park for up to three years as detailed in this report, subject to the approval of the required zoning by-law amendment by Planning Committee and Council.**

RECOMMANDATIONS DU RAPPORT

Que le Comité des transports recommande au Conseil municipal :

- 1. de prendre connaissance du rapport d'étude sur le Parc-o-vélo; et,**
- 2. d'approuver la réalisation du projet pilote de parc-o-vélo dans le parc Andrew-Haydon pour une période maximale de trois ans, comme il est indiqué dans le présent rapport, sous réserve de l'approbation par le Comité d'urbanisme et le Conseil de la modification nécessaire du Règlement de zonage.**

BACKGROUND

In the Spring of 2018, Kanata residents using the Andrew Haydon Park (AHP) parking lot were ticketed for violating the City's existing by-law related to parks and facilities, zoning and parking. These residents were using the parking lot to "park & cycle": drive for part of their trip, park their car for the day, and continue their trip downtown by bicycle.

At the Council meeting of June 13, 2018, former Councillor Wilkinson made an inquiry requesting that staff investigate a location for a formalized Park & Cycle lot to serve car/cycle commuters from the west end. At the June 27, 2018 Council meeting, staff responded to this inquiry ([OCC 10-18](#)), confirming that the parking lots adjacent to AHP are unsuitable for Park & Cycle use, but that nearby Britannia Park could be considered for this purpose.

Subsequently, at the August 15, 2018 Transportation Committee meeting, [Motion No. TRC 34/3](#) directed staff to study the Park & Cycle concept and report back with findings and recommendations by the end of Q1 2019.

DISCUSSION

Park & Cycle Study

The City's Transportation Master Plan (TMP) sets out the blueprint for how the City will strengthen and expand its cycling facility network and make cycling a part of multimodal trips. The Ottawa Cycling Plan contains the policies and implementation plans to carry out the TMP's strategic directions, to make cycling an increasingly viable mobility option for a range of residents across Ottawa. Aligning with these strategic plans, Park & Cycle can be used to accommodate a relatively small market of car/cycle commuters by providing them a location to park their car while they cycle for part of their commute. The concept supports the City's goals to increase the uptake of cycling by providing a cycling option for residents that live too far from the city centre to cycle the entire distance. In this way, the concept can also help to reduce automobile travel in the downtown area.

The TMP places a strong emphasis on the concept of affordability. Park & Cycle can be effective and affordable if implemented at a small-scale, sufficient to accommodate the relatively small market of car/cycle commuters by making use of existing parking facilities at an appropriate distance from the city centre. With affordability in mind, the expansion of Park & Cycle to a large-scale by way of expanding parking lots or building new ones is not desirable because it would mean relatively high costs to benefit a small number of users.

This report will discuss staff's study of the Park & Cycle concept and key findings. Best practices were reviewed to inform the approach and development of a Park & Cycle strategy. The feasibility for Park & Cycle in Ottawa was evaluated by considering City parking lots, school parking lots and private parking lots. Investigation revealed that comprehensive Park & Cycle data is not readily available; therefore, a pilot project at Andrew Haydon Park where there is a known demand for Park & Cycle from west Ottawa, would allow staff to monitor and evaluate the potential for Park & Cycle as part of Ottawa's long-term transportation strategy.

Park & Cycle Best Practice Review

An industry scan revealed that Park & Cycle is recently emerging in cities around the world, with only a dozen or so operating formal programs. Of those cities with a Park &

Cycle program, none charged a fee for parking or use a permit system. Instead, parking spaces are designated for Park & Cycle use on a first-come-first-served basis. The NCC's (National Capital Commission's) Park & Cycle Program, the City of Calgary's Park 'N' Bike program, and Park & Pedal Massachusetts, are models particularly relevant to Ottawa's context.

Since 2011, the NCC has been permitting [Park & Cycle](#) at ten parking lots across Ottawa, with a total of 350 spaces. Within the National Capital Region, there are 14 NCC parking lots with 535 spaces that could be used for Park & Cycle. NCC parking lots are federally regulated and thus are not subject to the City of Ottawa by-laws.

The City of Calgary has seven Park 'N' Bike locations within eight kilometres of downtown. Many of the Park 'N' Bike locations are located along the Bow River pathway that runs along the river into downtown. This network is similar to the geography of the pathways along the Ottawa River from east and west of downtown. Signage in five of the Park 'N' Bike parking lots indicates the entire lot is used for Park 'N' Bike. However, two parking lots at district parks in the program use short-term parking signage to set aside parking spaces for park users who arrive later in the day than car-cycle commuters. This approach was taken to alleviate the conflict between park users and car-cycle commuters, due to the high usage rates of the district lots.

Park & Pedal Massachusetts began operation in state-owned parking lots, similar to the NCC parking lots in Ottawa. Based on community engagement feedback it was determined that people in the greater Boston area were willing to cycle between 8-14km to downtown. Therefore, all of the Park&Pedal locations are within that catchment area. The program initially launched with four locations in 2015. By 2016 the program expanded to another 15 locations within the Greater Boston Region. All of the public Park&Pedal lots are state owned; the City of Boston was not interested in participating in the program.

Feasibility of Park & Cycle in Ottawa

Currently, there is no legal way for residents to Park & Cycle using City parking lots. The zoning of City parks and facilities permit only ancillary parking, to preserve parking for clients. Removal of these parking restrictions could lead to growth in unauthorized use of municipal parking lots at key locations, if unaccompanied by appropriate policies and control measures. Permitting non-ancillary parking would be a departure from

current by-laws and practices and would require a zoning by-law amendment (i.e. rezoning).

The demand for Park & Cycle in Ottawa is currently unknown. The NCC does not formally monitor the utilisation of their lots but have noted that the lots are well-used. City staff are also aware of some demand for Park & Cycle in the west-end of Ottawa, as indicated by the informal usage of the parking lots adjacent to Andrew Haydon Park (AHP).

As directed by Council, staff reviewed the feasibility of formalising a Park & Cycle program in Ottawa by considering available locations at City parking lots, school parking lots, and private parking lots according to the following criteria:

- Appropriate distance from downtown Ottawa (e.g. 5 to 15 kilometers);
- Sufficient distance away from transit stations (e.g. 400 metres to 1000 metres);
- Sufficient distance away from existing NCC Park & Cycle lots (250 metres to 1 kilometre);
- Ease of access to the cycling network; and,
- Available parking capacity within the existing lot.

At City parks and other City facilities, cars parked by commuter cyclists may conflict with use by clients of the facility during the day. The staff response to inquiry [OCC 10-18](#) noted that using the AHP parking lots for Park & Cycle could create conflicts with other park users as the park is classified as a District Park that has a large service radius to serve groups of communities and city-wide functions. Parking lot utilisation is not monitored at AHP, although the available data indicate a high utilization rate: 190 special event permits were issued in 2018, and 98 parking tickets were issued during the period from January 2017 to December 2018.

However, through their behaviour, cyclists have indicated their strong preference for using AHP parking lots to shorten the driving portion of their commute and to connect with the cycling network.

Similar parking issues are expected at other City parks. Therefore, in consultation with the Recreation, Cultural and Facility Services Department (RCFS), additional City park

parking lots are not being considered for Park & Cycle at this time. Should additional lots need to be considered, staff will engage with RCFS to determine location suitability based on RCFS program bookings and needs, in-field analysis during peak seasons, and additional engagement with potentially affected stakeholders.

OC Transpo park and ride lots were considered for the Park & Cycle pilot. Many park and ride lots are at or near capacity. All are located primarily to be convenient to the arterial road network and the transit system, and thus are not necessarily located close to cycling routes. Most are located beyond a common cycling distance of downtown Ottawa. The park and ride lots are not being considered for Park & Cycle at this time.

Beyond City parking lots, staff considered the following categories of large parking lots, but they did not meet the eligibility criteria:

- *Mall parking lots:* The current practice for providing Park & Ride spaces within private parking lots (e.g. Place d'Orléans) requires the City to lease the property. Staff do not recommend pursuing this approach for Park & Cycle because of the complexity and ongoing additional costs that would be involved; and,
- *School parking lots:* These lots do not meet the availability criteria because they would only be available when schools are not in use, from July until late August, whereas the predominant cycling season is from late April to November.

Park & Cycle Pilot Project

Staff recommend a three-year pilot project to better accommodate car/cycle commuting trips from west Ottawa and to gain more knowledge of the potential benefits and challenges of the Park & Cycle concept. The pilot project is intended to test the concept of accommodating a relatively small market of car/cycle commuters by using available parking resources without negatively affecting the primary users of the facility. Staff recommend locating 10 Park & Cycle spaces within Andrew Haydon Park's parking lots for the pilot project because this location meets all the above-noted criteria for Park & Cycle suitability. Please find a map of the proposed location in Document 1 attached.

This location will provide a legal option for west-end car-cycle commuters who were parking illegally at AHP. Total parking capacity in Andrew Haydon Park is 275 spaces over three lots. Re-designating 10 of the parking spots for Park & Cycle, between the

hours of 6:00 a.m.- 6:00 p.m. will minimize interference with current park operations. It is also recommended that the pilot project operate on a first-come-first-served basis.

The pilot project will operate through the 2020, 2021 and 2022 cycling seasons (April to November), subject to the approval of the zoning amendment for Andrew Haydon Park, to be undertaken in 2019. The rezoning process may take up to 150 days to complete, including circulation of the proposed amendment to City departments, community organizations and adjacent property owners, as well as a report to Planning Committee and Council and a 20-day appeal period, if the proposed amendment is approved by Council.

Monitoring and Evaluation

Staff will monitor the use of the Andrew Haydon Park parking lot for both Park & Cycle and overall usage throughout the pilot project. Monitoring will include in/out vehicle counts for the parking lot, periodic observations by staff of the utilization of the designated Park & Cycle spots and tracking of the incidence of by-law violations for car/cycle commuters.

Success of the pilot will be evaluated according to the following criteria:

- Regular use of the designated Park & Cycle parking spots by car/cycle commuters; and,
- Reduction in the incidence of by-law violations for car/cycle commuters.

Following the completion of the three-year pilot project, staff will review the results of the pilot project and report back to Transportation Committee.

Cost Estimate and Funding

There will be staff resources and costs involved in implementing, monitoring and evaluating the Park & Cycle pilot project, including:

- Zoning change (cost plus staff time);
- Signs to designate “Park & Cycle” parking spaces at the pilot location (cost plus staff time);
- Monitoring the pilot location (cost plus staff time);

- Increased by-law monitoring and enforcement at the pilot location (staff time);
- Public information and promotion (cost plus staff time); and,
- Project management, documentation and reporting (staff time).

The project will be delivered using existing staff resources and with funding available in the Council-approved Transportation Demand Management program budget. Total costs for the three-year pilot project are estimated at approximately \$11,000 plus staff time.

RURAL IMPLICATIONS

There are no rural implications associated with the recommendations in this report.

CONSULTATION

As part of planning for the pilot project, staff notified the area community association, Britannia Village Community Association, as well as the groups that regularly book “Baseball Diamond 2” and the upper tier multi-use fields at Britannia Park of the initial intention to use Baseball Diamond 2 in Britannia Park as the pilot location.

The Britannia Village Community Association expressed support for the City’s efforts to accommodate cycling. However, they did not believe the pilot project should be implemented at Britannia Park where car/cycle commuters travelling from Kanata may encounter heavier traffic and where a limited number of parking spaces could be reserved for Park & Cycle. Instead, they suggested that the pilot project endeavour to make better arrangements at Andrew Haydon Park so that Park & Cycle could be allowed on a broader scale there.

The sports and recreation groups who responded to staff’s notification indicated support for the City’s efforts to encourage active transportation. The one concern raised was that parking until 6 p.m. in Park & Cycle spots could interfere with parking for games and practices which begin at 6 p.m. Ending Park & Cycle parking at 5 or 5:30 p.m. was suggested to avoid this potential conflict.

Staff do not anticipate that all 10 Park & Cycle spots would be occupied straight through to 6 p.m., but it does provide some flexibility for the cycling commuters.

Responding to resident and councillor feedback, staff are suggesting Andrew Haydon Park parking lot, north of Holly Acres, as the location for the pilot.

As part of the pilot project, the City will inform the public and promote the Park & Cycle pilot location through ottawa.ca and other channels.

COMMENTS BY THE WARD COUNCILLOR(S)

Comments from Councillor Kavanagh:

I recommend that Andrew Haydon Park be used as the pilot project.

Reasons:

- Parking during weekdays is in less demand than it is for Britannia Beach
- Access to bike path is closer
- Safer for cyclists

I am against the location of Britannia Park for the Park & Cycle study. The three community associations representing the surrounding neighbourhoods are also against this location.

Reasons:

- Interferes with future planning for Britannia Park
- Park and ride users will probably park closer to the bike path using up limited parking spaces needed during the summer
- There is a safety concern as bikers turn left onto Greenview (the most direct route to the path). The visibility of drivers is limited.

Comments from Councillor Sudds:

Residents are happy to see that the city has made progress on finding a solution for cyclists. In light of this report coming to Council, I have made efforts to consult with the Transportation Action Committee Kanata, as well as active cyclists and Kanata North residents. Every resident that I have discussed this pilot with has expressed their strong preference in Andrew Haydon Park. This is due to ideal cycling commute lengths,

avoiding traffic jams, safety, and convenience. Andrew Haydon is the preferred park and cycle location for Kanata North residents whom are the captive audience for the pilot. I believe we should be celebrating and champion these residents who are doing exactly what we've invested in; the removal of cars from roads and we should listen when they tell us that Andrew Haydon Park would be their preference for this pilot.

LEGAL IMPLICATIONS

There are no legal impediments to implementing the recommendations in this report.

RISK MANAGEMENT IMPLICATIONS

The pilot project will be monitored and enforcement of parking rules will be applied as appropriate.

ASSET MANAGEMENT IMPLICATIONS

The recommendations documented in this report are consistent with the City's Comprehensive Asset Management (CAM) Program objectives.

The implementation of the CAM program results in timely decisions that minimize lifecycle costs and ensure the long-term affordability of assets. The CAM Policy applies to all physical assets of the city including parks. The implementation of the CAM program results in timely decisions that minimize lifecycle costs and ensure the long-term affordability of assets. To fulfill its obligation to deliver quality services to the community, the City must ensure that assets supporting City services are managed in a way that balances service levels, risk and affordability.

The recommended park and cycle pilot to accommodate the market of car/cycle commuters by making use of existing parking facilities supports the delivery of service with the outward focus on community benefit and an inward focus on efficiency and affordability.

FINANCIAL IMPLICATIONS

Funding for the three-year pilot project recommended by this report is available in Capital Project Account 909469 – 2019 Transportation Demand Management.

ACCESSIBILITY IMPACTS

No accessibility impacts are anticipated.

ENVIRONMENTAL IMPLICATIONS

Any environmental impacts are positive as residents making use of the Park & Cycle parking spots will be making part of their trip by bicycle rather than by car.

TERM OF COUNCIL PRIORITIES

The 2018-2022 Term of Council Priorities have not yet been approved by Council

SUPPORTING DOCUMENTATION *(held on file with the City Clerk)*

Document 1 – Map of proposed Park & Cycle pilot location at Andrew Hayden Park

DISPOSITION

Following Council approval of the report recommendations, staff will proceed with the zoning by-law amendment, implement the Park & Cycle pilot project as described in this report and communicate the results of the pilot project to Council following completion.