

**Report to/Rapport au :**

**Transportation Committee  
Comité des transports**

**and Council / et au Conseil**

**March 27, 2013  
27 mars 2013**

**Submitted by/Soumis par :**

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**CAPITAL (17) / CAPITALE (17)**

Ref N°: ACS2013-COS-PWS-0004

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**SUBJECT: GLEBE LOCAL AREA PARKING STUDY AND 170 SECOND AVENUE PARKING DEVELOPMENT**

**OBJET : ÉTUDE SUR LE STATIONNEMENT LOCAL DANS LE GLEBE ET AMÉNAGEMENT DU STATIONNEMENT DU 170, AV. SECOND**

**REPORT RECOMMENDATIONS**

- 1. That Transportation Committee receive the Glebe Local Area Parking Study.**
- 2. That Transportation Committee direct staff to examine the benefits and risks of implementing a city-wide performance pricing program (allowing for incremental upward and downward adjustments to parking rates based on utilization surveys), and report back to Committee.**
- 3. That Transportation Committee recommend Council approve the issuance of a Request for Proposal process for additional parking spaces at 170 Second Avenue for Architectural Services for a stand-alone parking structure and apply for rezoning and site plan approval in accordance with the specifications set out in Document 5 – Proposed 170 Second Ave Parking Garage Project Scope.**

4. That Transportation Committee recommend Council increase the project authority for the 2013 New Parking Facilities – Glebe by \$8.0 million with a transfer from the Parking Reserve Fund to finance the construction component of the project.

### **RECOMMANDATIONS DU RAPPORT**

1. Que le Comité des transports prenne connaissance de l'Étude sur le stationnement local dans le Glebe.
2. Que le Comité des transports charge le personnel d'examiner les avantages et les risques associés à la mise en œuvre d'un programme d'établissement de prix selon le rendement (qui permet des rajustements de prix à la hausse ou à la baisse selon les résultats des études sur l'utilisation), et qu'il fasse rapport au Comité.
3. Que le Comité des transports recommande au Conseil d'approuver le lancement d'un processus de demande de propositions portant sur l'ajout d'espaces de stationnement au 170, avenue Second, comprenant des services architecturaux pour une structure de stationnement autonome et une demande d'approbation de changement de zonage et du plan d'aménagement du projet, conformément aux spécifications présentées dans le Document 5 – Proposed 170 Second Ave Parking Garage Project Scope (Étendue du projet de garage de stationnement au 170, av. Second).
4. Que le Comité des transports recommande au Conseil d'accroître de 8 millions de dollars le budget du projet pour les nouvelles installations de stationnement de 2013 – Glebe au moyen d'un transfert du fonds de réserve pour les stationnements afin de financer la partie construction du projet.

### **EXECUTIVE SUMMARY**

#### **Assumption and Analysis**

In June 2010, Council directed staff “to commence an RFP process for the parking area, with new parking spots, at 170 Second Avenue and report to Committee and Council at each stage of the process.” Currently a 49 space surface parking lot, the 170 Second Avenue site is located just west of Bank Street in the Glebe and stretches the full length of the block between Second Avenue and Third Avenue.

Based on initial support for a stand-alone parking facility from the Councillor, the Glebe BIA and Glebe Community Association, staff proceeded with a cost and design analysis for a stand-alone parking structure. Of note, residential mixed use was not pursued based on significant community opposition in 2005 to an unsolicited proposal for a

residential development, as well as the increased height required. Commercial mixed use was considered further, but increased construction costs significantly. At the same time, a Local Area Parking Study was initiated in the Glebe area to assess existing conditions and determine any adjustments required to the management of public parking in the area.

Recommendation 1 allows staff to carry out the recommendations contained in the Local Area Parking Study, subject to further stakeholder consultation. The recommendations include:

- To the extent possible, coordinate parking rates in the area to ensure a level playing field for businesses (rates adjusted appropriately based on the facility type, location, and intended purpose so that a balanced parking system can be realized which achieves the City's target occupancy level)
- In consultation with the Community Association and residents, consider adjusting parking durations or restrictions on some streets
- Consider reducing hourly rates in the northern area of the study area
- Consider better coordination between parking rates and hours at the City's off-street parking lots at 574 Bank Street and 170 Second Avenue and with on-street rates and hours
- Work with OC Transpo to promote the use of transit at major employers
- Identify bicycle parking needs on Bank Street and implement additional parking where warranted
- Consider a guest parking permit program through the Lansdowne Transportation Advisory Committee
- Continue to monitor parking in the Glebe on a regular basis

Recommendation 2 directs staff to examine the benefits and risks of implementing a city-wide performance pricing program (allowing for incremental upward and downward adjustments to parking rates based on utilization surveys), and report back to Committee. Based on utilization, the extension of paid parking into the evening and on Sunday afternoons is warranted, however, the commercial areas immediately to the north of the Glebe do not have paid parking, and therefore proceeding with this change in the Glebe would not meet the Parking Strategy's principle of fairness. The concern about inconsistent parking pricing across the City was also raised by Transportation Committee at its meeting on February 6, 2013.

The performance based pricing approach is in use in other cities. It involves annual or more regular adjustments for all metered areas – where they are warranted based on utilization surveys. For example, once a year Seattle adjusts prices either up by 25 cents where on-street parking is above practical capacity, and down by 50 cents where on-street parking is below practical capacity.

Recommendation 3 enables the issuance of a Request for Proposal for Architectural Services and the application for rezoning and site plan approval for the 170 Second Avenue site.

Based on the results of the Local Area Parking Study demand for the structure may be reached by 2031. Normally staff would recommend the construction of the parking garage at 170 Second Avenue be deferred until the need for the facility has been demonstrated and the impact of the Lansdowne redevelopment is more fully known. However, given the Council direction to commence the RFP process, there are benefits that align with the Municipal Parking Management Strategy objectives, stakeholder support, and the availability of sufficient budget, staff recommends proceeding. .

The benefits of the garage are:

- It would provide shared short-term parking which is a more efficient use of land than dispersed private lots for future developments.
- It would increase the supply of parking along Bank Street making rate increases less likely to be necessary to manage demand.
- It could provide the opportunity to accommodate residential parking needs during special events at Lansdowne by allowing residential permit holders to park in the garage at specially designated times

The Ward Councillor and the Glebe BIA are in support of constructing a parking garage at 170 Second Ave.

The capital costs of a new parking garage were approved by Council as part of the Parking Operations, Maintenance & Development 2013 Business Plan, and the proposed parking garage will earn sufficient revenue to cover the operational costs of the structure.

Stakeholders will be consulted during the creation of a design and the processing of the development approval applications.

Recommendation 4 provides the necessary financial components to tender the design created through Recommendation 3.

The Council approved 2013 Parking Operations Maintenance & Development Business Plan allocated \$8.0 million to fund the new parking garage. In order to start construction in January 2014 and complete it in advance of the opening of Lansdowne Park, the funds must be transferred from the Parking Reserve Fund to a capital account so they are available at the tender processing stage in September 2013.

### **Financial Implications**

The future report to be provided to Committee/Council regarding the implementation of a City-wide performance pricing program will provide for financial analysis and impacts of any proposed program.

Council has previously approved \$1.5 million for the feasibility study and design of the new parking garage. The construction component of \$8.0 million is contained in the capital forecast of Parking Operations, Maintenance and Development Branch and the

Parking Reserve Fund has the funds available to undertake the funding of project in 2013 to bring the total budget of the proposed garage to \$9.5 million.

The proposed parking garage will earn sufficient revenue to cover the operational costs of the structure.

### **Public Consultation/Input**

The recommendations contained in this report were developed in consultation with the Ward Councillor, the Glebe BIA, the Glebe Community Association, and the Lansdowne Transportation Advisory Committee. Further, the City held an open house on January 23, 2013 and invited the Glebe BIA, the Community Association, and all property owners within 120 meters of 170 Second Avenue to attend.

## SOMMAIRE

### Hypothèses et analyse

En juin 2010, le Conseil a demandé au personnel de « lancer un processus de DP pour la zone de stationnement, comprenant l'ajout de nouvelles places, située au 170, avenue Second et de faire rapport au Comité et au Conseil à chaque étape du processus. » L'emplacement du 170, avenue Second, qui est actuellement un parc de stationnement de 49 places, est situé à l'ouest de la rue Bank dans le Glebe et s'étend sur toute la longueur du pôté de maisons entre l'avenue Second et l'avenue Third.

Fort de l'appui donné par le conseiller du quartier, la ZAC du Glebe et l'Association communautaire du Glebe à un projet de structure de stationnement autonome, le personnel a amorcé une analyse des coûts et de la conception pour une structure de stationnement autonome. À noter que le modèle d'aménagement résidentiel polyvalent n'a pas été retenu en raison de l'importante opposition exprimée au sein de la communauté en 2005 à une proposition non sollicitée d'aménagement résidentiel, ainsi que de la hauteur requise. Un modèle d'aménagement commercial polyvalent a été envisagé, mais les coûts de construction augmenteraient considérablement. En même temps, une étude sur le stationnement local a été lancée pour le secteur du Glebe afin d'évaluer les conditions actuelles et de déterminer les rajustements requis pour la gestion du stationnement public dans le secteur.

La recommandation 1 permet au personnel de donner suite aux recommandations formulées dans l'étude sur le stationnement local, sous réserve de l'exécution d'une consultation auprès des parties concernées. Les recommandations sont les suivantes :

- Dans la mesure du possible, coordonner les tarifs de stationnement dans le secteur afin que tous les commerces soient sur un pied d'égalité (tarifs rajustés de manière appropriée en fonction du type d'installations, de leur emplacement et de l'objectif poursuivi afin de créer un réseau d'espaces de stationnement équilibré qui permet à la Ville d'atteindre son objectif en matière d'utilisation).

- En consultation avec l'association communautaire et les résidents, envisager un ajustement des durées permises de stationnement ou des restrictions dans certaines rues.
- Envisager de réduire le tarif horaire au nord du secteur à l'étude.
- Trouver un moyen de mieux coordonner les tarifs et les heures de stationnement dans les parcs de stationnement hors rue de la ville situés au 574, rue Bank et au 170, avenue Second et avec les tarifs et les heures du stationnement sur rue.
- Travailler avec OC Transpo afin de promouvoir l'utilisation du transport en commun auprès des grands employeurs.
- Déterminer les besoins en stationnement de vélo sur la rue Bank et ajouter des espaces au besoin.
- Envisager la mise en place d'un programme de permis de stationnement en passant par le Comité consultatif sur le transport à Lansdowne.
- Continuer à surveiller régulièrement la situation du stationnement dans le Glebe.

La recommandation 2 qui demande au personnel d'examiner les avantages et les risques associés à la mise en œuvre d'un programme d'établissement de prix selon le rendement (qui permet des rajustements de prix à la hausse ou à la baisse selon les résultats des études sur l'utilisation), et qu'il fasse rapport au Comité. En fonction de l'utilisation, la mise en place de stationnement payant le soir et le dimanche après-midi est justifiée. Cependant, les zones commerciales qui sont situées immédiatement au nord du Glebe n'ont pas de zones de stationnement payant et par conséquent, un tel changement dans le Glebe ne serait pas conforme au principe d'équité énoncé dans la stratégie du stationnement. La question des écarts du prix du stationnement dans la ville a également été soulevée par le Comité des transports à sa réunion du 6 février 2013.

La démarche d'établissement du prix selon le rendement est utilisée dans d'autres villes. Elle nécessite des rajustements annuels, voire plus fréquents, pour toutes les zones avec parcomètres, là où ces derniers sont justifiés en fonction des études d'utilisation. Par exemple, la ville de Seattle rajuste les prix une fois par année, à la hausse de 25 cents lorsque le stationnement sur rue est supérieur à la capacité pratique et à la baisse de 50 cents lorsque le stationnement sur rue est inférieur à la capacité pratique.

La recommandation 3 préconise le lancement d'une procédure de demande de propositions portant sur des services architecturaux ainsi qu'une demande d'approbation de changement de zonage et du plan d'aménagement du projet au 170, avenue Second.

En fonction des résultats de l'Étude sur le stationnement local, les besoins en stationnement associés à la structure pourraient être atteints en 2031. Normalement, le personnel recommanderait de reporter la construction du garage de stationnement au 170, avenue Second jusqu'à ce que le besoin en installations de ce type soit démontré et que les répercussions du réaménagement de Lansdowne soient réellement connues. Cependant, compte tenu de la directive donnée par le Conseil qui a demandé de lancer le processus de DP, il faut reconnaître qu'il y a des avantages qui correspondent aux

objectifs de la Stratégie municipale de gestion du stationnement et, compte tenu de l'appui des personnes concernées et de la disponibilité du budget, le personnel recommande d'aller de l'avant avec le projet.

Les avantages du garage sont les suivants :

- Il fournira des espaces de stationnement à court terme, ce qui constitue une utilisation plus efficace du terrain qu'une répartition en lots privés pour des aménagements futurs.
- Il augmenterait la disponibilité d'espaces de stationnement le long de la rue Bank, et il ne serait donc probablement pas nécessaire d'augmenter les tarifs pour gérer la demande.
- C'est l'occasion de répondre aux besoins en stationnement résidentiel pendant les événements spéciaux à Lansdowne en permettant aux détenteurs de permis résidentiels de se stationner dans le garage à des heures spécialement désignées.

Le conseiller du quartier et la ZAC du Glebe appuient la construction d'un garage de stationnement au 170, av. Second. [conserver en attente des résultats de la réunion du 28 février du Comité consultatif sur la surveillance du transport au parc Lansdowne]

Les coûts d'immobilisations du nouveau garage de stationnement ont été approuvés par le Conseil dans le cadre du Plan d'activités pour 2013 de la Direction de l'exploitation et de l'entretien des stationnements, et le garage de stationnement proposé rapportera suffisamment de revenus pour couvrir les frais d'exploitation de la structure.

Les parties concernées seront consultées pendant l'élaboration du plan de conception et des demandes d'approbation.

La recommandation 4 fournit les éléments financiers nécessaires pour procéder à l'adjudication de la conception créée par suite de la recommandation 3.

Le Plan d'activités pour 2013 de la Direction de l'exploitation et de l'entretien des stationnements approuvé par le Conseil a accordé une somme de 8 millions de dollars pour financer le nouveau garage de stationnement. Afin de commencer la construction en janvier 2014 et de la terminer avant l'ouverture du parc Lansdowne, les fonds doivent être virés des Fonds de réserve pour le stationnement au compte d'immobilisations pour qu'ils soient disponibles à l'étape de l'appel d'offres en septembre 2013.

### **Répercussions financières**

Le rapport qui sera fourni au Comité/Conseil concernant la mise en œuvre d'un programme d'établissement de prix en fonction du rendement comprendra une analyse financière et une description des incidences de tout programme proposé.

Le Conseil avait déjà approuvé une somme de 1,5 million de dollars pour l'étude de faisabilité et la conception du nouveau garage de stationnement. L'élément construction de 8 millions de dollars est compris dans les prévisions d'immobilisations de la Direction de l'exploitation et de l'entretien des stationnements et les fonds nécessaires sont disponibles dans le Fonds de réserve pour le stationnement afin d'entreprendre le financement du projet en 2013. Le budget total du projet de garage sera de 9,5 millions de dollars.

Le garage de stationnement proposé rapportera suffisamment de revenus pour couvrir les frais d'exploitation de la structure.

### **Consultation publique/Information**

Les recommandations formulées dans le présent rapport ont été élaborées en consultation avec le conseiller, la ZAC du Glebe, l'Association communautaire du Glebe et le Comité consultatif sur le transport pour Lansdowne. Par ailleurs, la Ville a organisé une séance portes ouvertes le 23 janvier 2013 et invité la ZAC du Glebe, l'Association communautaire et tous les propriétaires de biens situés à une distance de 120 mètres du 170, avenue Second.

### **BACKGROUND**

On June 17, 2010, motion #92-31 was passed related to the existing 49 space surface municipal parking lot at 170 Second Avenue (see Document 1 – 170 Second Avenue Key Map):

Motion:

*WHEREAS If the City is to help build an expensive underground garage for the benefit of shoppers at Lansdowne Park, and the new development will exacerbate parking shortages in the Glebe, then it's only fair that the city address the parking issue in the Glebe by building needed facilities; and*

*WHEREAS the Glebe BIA has serious and legitimate concerns that their customers will have difficulty finding parking in the Glebe area as a result of the redevelopment of Lansdowne Park; and*

*WHEREAS a new parking garage will help to address this problem;*

*THEREFORE BE IT RESOLVED that staff be directed to commence an RFP process for the parking area, with new parking spots, at 170 Second Avenue and report to Committee and Council at each stage of the process.*

The Real Estate Partnership and Development Office (REPDO), with assistance from the Parking Operations, Maintenance and Development Branch (POMD) was requested to respond to the Council approved motion. REPDO was to explore a strategic



innovative real-estate solution for the City owned subject property. Public Works was to provide direction through its responsibility to manage the City's supply of public paid parking (on-street and off-street) including the operation, development, promotion and financing of municipal paid parking.

The subject property has frontages on Second and Third Avenues of 32.6m (107 ft.) and 30.4m (100ft.) respectively with a lot depth of 62.7m (206 ft.) and contains an area of 1,975 m<sup>2</sup> or approximately 21,260 sq.ft. The property is zoned R3P – Residential Converted/Townhouse Zone under the City's Comprehensive Zoning By-law and presently accommodates 49 parking spaces.

In evaluating the motion, staff concluded that rather than engage in an undefined RFP and budget process, clarification would be sought from the Councillor, community and BIA. This consultation process was to establish parameters for the RFP and to determine whether to pursue a cost effective development option for a mixed-use development involving the sale of the air rights or to pursue a City owned operated stand alone parking facility.

Given the high cost per parking space anticipated to construct a parking facility on a small site such as 170 Second Avenue, staff developed the following options for consideration and discussion as a means to obtain direction for informing the parameters of an RFP such as:

- a) Mixed use – residential and parking garage
- b) Mixed use – ground floor commercial and parking garage
- c) Stand alone parking garage

These options were presented for discussion as a means of determining if there was support for exploring the potential for generating revenue from the site to offset the costs of any additional parking.

At a meeting organized by Parking Operations and REPDO Staff in January 2011, the Councillor, Glebe BIA and Glebe Community Association did not support any form of mixed use development involving residential development and stated that this would not be an appropriate use of staff resources. The parties involved supported a stand-alone parking garage only, based on significant community opposition in 2005 to an unsolicited proposal for a residential development with no public parking on the subject site.

In consideration of the Councillor's and the other community member's position in support of a stand-alone parking facility at 170 Second Avenue, Parking Operations and Infrastructure Services Department (ISD) staff proceeded with a cost and design analysis for a stand-alone parking structure. At the same time, a Local Area Parking Study was initiated in the Glebe area to assess existing conditions and determine any adjustments required for the management of public parking in the area.

In performing its due diligence, staff continued to explore the feasibility of ground floor commercial to determine if there was an opportunity for flexible space that would allow for expansion of existing ground floor retail businesses fronting Bank Street that abut the parking lot. However, the increased cost of construction to allow the commercial space was much more than could have been recovered for its use given the design and programmed space of the parking structure.

A public open house was held on January 23, 2013 to discuss the results of the Local Area Parking Study, confirm issues to be addressed, and obtain input on the proposed garage. The Glebe BIA, the Community Association, and all property owners within 120 meters of 170 Second Avenue were invited to attend. The responses received have been considered and reflected in recommendations discussed below. The responses related to the Local Area Parking Study are summarized in section 6.2 of the study, attached to this report as Document 2. The responses related to the proposed garage at 170 Second Avenue are summarized in Documents 3 and 4, which contain feedback from general stakeholders and the BIA, respectively.

## DISCUSSION

### **Recommendation 1 – Receive the Glebe Local Area Parking Study**

The Local Area Parking Study evaluated the current supply and demand for parking in the Glebe and identified issues to be addressed. It then assessed future parking requirements due to infill and redevelopment of existing properties. Last it identified strategies to address current and future parking needs, encompassing both the management and supply of parking, with particular focus on the municipal parking lot at 170 Second Avenue.

The data collected identified issues that were then presented to the public to solicit feedback. 86 comment sheets were submitted. 44 were submitted at or immediately after the public open house, and a further 42 were received from the BIA at a later date. The following key issues related to the existing parking supply and demand were confirmed: lack of parking along Bank Street south of Glebe Avenue; lack of employee, volunteer, and institutional visitor parking, concerns with loading zones, and the potential impact of the Lansdowne redevelopment, particularly with respect to special events.

Cited concerns with parking in the Glebe Include	BIA (42)	Open House (44)
I don't have any concerns	4	3
Lack of available parking on Bank Street	23	6
Lack of available parking on side streets	21	15
Lack of available parking on Rosebery Avenue	3	1
Lack of loading zones	18	9
Lack of employee and volunteer parking	18	10
Potential impact of Lansdowne Development	18	31

With regard to the lack of parking in the Glebe, residents most commonly noted the lack of parking for themselves and for their guests, and also for school and daycare teachers working in the area; whereas businesses most commonly noted the lack of parking for their employees, and also for their customers.

The key issue identified outside of those noted above, was the need for improved active transportation. Bike parking and pedestrian safety were specifically of concern.

Next, a parking toolbox was created of various measures that can be used to affect parking supply and demand. The toolbox is comprised of: on-street parking regulations (hours, duration); enforcement practices; parking pricing; parking supply; signing underused parking supply; encouraging walking, cycling, and transit; and using policy measures such as adjustments to parking provisions in the zoning by-law, or use of cash-in-lieu of parking or similar development tools.

These measures were presented at the public open house and the comment sheet asked participants to indicate which measures they would support to address their concerns. The 44 responses from the public revealed that in general, there is a high degree of acceptance for measures that reduce the demand for parking, such as improvements to transit and active transportation. It should be noted that these measures are far more effective if they are accompanied by appropriate parking pricing. Roughly half of the respondents were in favour of adjusting regulations and/or using on-street permits. Enforcement, pricing and policy approaches had much lower acceptance.

The measures were also presented to the Glebe BIA, which indicated that in general, there is a high degree of acceptance for measures that increase parking time limits and decrease parking rates. Particular interest was expressed in addressing employee parking needs. Overall, 20 respondents indicated that they would support increasing the municipal parking supply, or roughly 48% of the total surveys submitted.

With regard to adjusting regulations to improve the management of public parking in the Glebe, residents generally favour reduced time restrictions to increase the amount of available parking on their street; businesses generally support longer time durations to accommodate their employees and their customers. The City's Parking Management Strategy provides direction on how to address these competing interests. The Strategy does not give the City the mandate to provide long-term or employee parking. Doing so would work against reaching the modal share targets identified in the Transportation Master Plan. The Strategy objective is both to support local businesses through the provision and promotion of affordable short-term parking services; and to resolve parking problems within residential areas caused by significant parking generators. The objective is implemented in practice through the provision of off-street lots, and the use of paid parking along commercial block faces; and the use of reduced time restrictions and enforcement along residential block faces. Further discussion of paid parking is found in the next section.

A number of the recommendations put forward by the study can be undertaken within existing city programs. First, staff will promote transit and active transportation options to sites experiencing difficulties due to the lack of employee parking. Second, staff will guide residents who wish to pursue changes to parking regulations on their street through the existing petition process. For example, some residents may wish to change the duration from three hours to two hours to discourage employee and long-term parkers while allowing a reasonable length of stay for their own guests. Third, staff will review loading issues and make any appropriate changes. Fourth, staff will work with the BIA and community to install additional bicycle parking facilities. A majority of this work can be completed in 2013.

There are two items however, that require the direction of Committee: the examination of a more responsive and consistent method for setting parking pricing; and the issuance of an RFP for Architectural Services, for the design and planning approval of additional parking at the location of the 170 Second Avenue lot.

### **Recommendation 2 – Examine the benefits and risks of implementing a city-wide performance pricing program**

The study concludes there is a lack of available parking along Bank Street south of Glebe Avenue, and low utilization north of Glebe Avenue. The highest utilization rates were observed in the evenings and on Sunday afternoon.

The City's Municipal Parking Management Strategy and industry best practices indicate that where 85% of parking spaces in an area are occupied, parking is operating at 'practical capacity' and parking supply and demand is balanced. Where utilization rates are over 85% or less than 75% for a sustained period of time and over a number of blocks, then measures to manage demand should be considered.

The BIA adjusted the comment sheet to specifically ask if its members would support decreasing or increasing rates. 20 of 42 respondents support decreasing parking rates, 2 of 42 support increasing rates; likewise, 21 of 42 support reducing enforcement. However, decreasing rates decreases availability of parking for customers. Further, it is the experience of other jurisdictions as well as our own, particularly in the central area, that where occupancy is greater than 85%, the number of enforcement infractions increases dramatically. For example, where there are no available legal parking spaces, people will take a chance and take a space where they block a sidewalk, loading zone, driveway, or hydrant. Properly priced parking decreases the need for enforcement, and increases the opportunity for customers to find an available parking space within a reasonable distance of their destination, improving the overall experience of visiting an area. It also ensures appropriate funding levels to establish and maintain municipal parking program facilities and services.

To address the low utilization of parking on Bank Street north of Glebe Avenue, it is recommended that consideration be given to reducing the parking fees in this area or adjusting the parking time restrictions to allow for 3 hour parking. Likewise, to improve parking availability along Bank south of Glebe Avenue, the study recommends that paid

parking be extended to Sunday afternoons and into the early evenings. However, it is recognized that such a measure would be inconsistent with other commercial areas in Ottawa. Currently Sunday and evening paid parking is only in effect around the Civic Hospital, and Saturday paid parking is in effect east of the Rideau Canal, but not in effect in the portion of the downtown west of the canal including Bank, Elgin and Somerset Streets. Of note, another specific question asked by the BIA was whether its members would support the elimination of Saturday parking fees. 24 of 37 respondents would support free Saturday parking.

The concern about the inconsistency in parking pricing across the City was also raised by Transportation Committee at its meeting on February 6, 2013.

Therefore, it is recommended that, as a first step, the City of Ottawa work to harmonize the approach to paid parking across the city, potentially by moving toward performance based pricing. This approach is in use in other cities. It involves annual or more regular adjustments for all metered areas – where they are warranted based on utilization surveys. For example, once a year Seattle adjusts prices either up by 25 cents where on-street parking is above practical capacity, and down by 50 cents where on-street parking is below practical capacity.

### **Recommendations 3 – Issue a Request for Proposal for Architectural Services and apply for rezoning and site plan approval**

On June 17, 2010, staff was directed to commence an RFP process for the parking area, with new parking spots, at 170 Second Avenue and report to Committee and Council at each stage of the process.

Based on consultation undertaken with the BIA and Community Association representatives in 2011, staff conducted a feasibility study to determine what could be accommodated on the site, the estimated project costs, and the basic parameters for adding parking capacity to the site. The site can accommodate a roughly 150 parking space facility within existing zoning (100 more than are on the site now). It can be built within the capital budget allocated within 2013 POMD Business Plan, as approved by Council. This budget includes \$1.5 million for design and preliminary engineering in 2012/2013, and \$8 million for construction in 2014.

Staff then sought feedback at the Public Open House in January 2013 by asking, “What is important to you with regard to the construction of additional parking at 170 Second Avenue? Describe your preference for the appearance of the building, and to include any additional comments on the study.” The responses are summarized in Document 3.

Based on these responses and the technical work completed thus far, staff recommends that the specifications for the architectural services include:

- Building height, and setbacks to conform to existing zoning provisions
- Design must fit in with look of neighbourhood and ‘not look like a parking garage’

- Clear Span construction – better sight lines and circulation
- LED Lighting, bright paint, and glass elevator and stairwells to improve security and visual appearance
- Minimize impact of light, fumes, noise for adjacent property owners Bike parking area
- Continued designation of car-sharing spaces
- Vehicular and Pedestrian circulation and safety review including truck/loading movements

In terms of support, the community has voiced three differing perspectives regarding the proposed structure: first, that parking should be maximized; second, that the site should be mixed use; and third, that the demand for the structure is not evident at this time. At the Glebe BIA's meeting of February 20, 2013, the BIA board of directors voted unanimously in favour of constructing the new garage at 170 Second Ave.

As noted in the background section, staff from REPDO initially presented mixed-use options in addition to a stand-alone parking garage for discussion and to clarify and receive direction from the community and the ward Councillor for the parameters of an RFP process. Based on the direction not to pursue the residential mixed-use option, a formal Class D cost estimate was not performed to determine potential revenues from the sale of air rights.

In terms of need, parking demand forecasts for the study area south of Glebe Avenue suggest that the construction of a parking garage may be warranted as intensification occurs within the Glebe. However, this is only true if the high intensification forecast is realized, resulting in the demand for a projected 50 additional spaces. The parking demand forecast is based on potential intensification in the Glebe, outside of Lansdowne Park. While the Lansdowne redevelopment will involve a significant retail component, parking spaces will be provided on site, sufficient to meet its day-to-day needs. The forecast uses Saturday as a basis for analysis, when parking is busy and on-street parking along Bank is paid. Also of note, the forecast assumes 30% of parking required in new developments will not be provided on site, and instead be provided either through cash-in-lieu of parking or be otherwise reduced through rezoning or minor variance applications.

The proposed parking garage will earn sufficient revenue to cover the operational costs of the structure.

Based on the analysis of parking demand presented in the Glebe Local Area Parking Study, it would normally be recommended that construction of the parking garage at 170 Second Avenue be deferred until the need for the facility has been demonstrated and the impact of the Lansdowne redevelopment is more fully known. However, given the direction to commence the RFP process at this time, three key benefits that align with the Municipal Parking Management Strategy Objectives have been identified.

First, it would provide shared short-term parking which is a more efficient use of land than dispersed private lots for future developments. Second, it would increase the

supply of parking along Bank Street making rate increases less likely to be necessary to manage demand, assisting affordability of parking. Measures such as parking time limits, similar to the surface lot (i.e. 2 hour maximum) or a progressive rate structure (each successive hour becoming more expensive) would ensure that the lot is available for short-term needs and not used by Lansdowne patrons during special events. Third, it could provide the opportunity to accommodate residential parking needs during special events at Lansdowne by allowing residential permit holders to park in the garage at specially designated times. The exact details of how such a program would work in practice would need to be resolved.

The garage would also provide an opportunity to accommodate some of the shortage of employee parking that was identified in the Glebe. Provision of long-term parking is not an objective of the Municipal Parking Management Strategy, however, after all short-term parking needs are met, it is POMD's practice to issue monthly passes in order to off-set operating costs and address demand issues impacting residential areas as outlined in the Strategy objectives. Some monthly passes are in place for the existing lot, however, the City is not issuing any further monthly permits at this time.

Staff have considered the possibility of staging construction, that is, building two floors of parking at present, and build remaining levels as demand materializes in the future, however, Infrastructure Services has advised that this would be more costly and more disruptive to the community. Likewise, preliminary estimates suggest the cost of construction is not significantly decreased if only three stories (for a total of roughly 100 spaces) rather than four stories (for a total of roughly 150) spaces are built.

Along with the RFP process, a rezoning application will be required to permit a parking garage at 170 Second Avenue, as the current lot is a legal non-conforming use. To support the rezoning application and to meet time lines to allow the structure to be built prior to the completion of Lansdowne Park, site plan approval is also required. Further consultation with the community regarding the design would be part of these processes.

#### **Recommendation 4 – Transfer \$8.0 million from the Parking Reserve Fund**

In order to start construction in January 2014 the tender processing and awarding phase must be completed in August and September 2013. In order to go to tender the project authority must be in place in an approved budget. Therefore a recommendation is that Council add the construction funding to the currently approved project for the 2013 New Parking Facilities - Glebe to 2013 in order to proceed with the project to be transferred from the Parking Reserve Fund. The Council approved 2013 Parking Operations Maintenance & Development Business Plan allocated \$8.0 million to fund the new parking garage in 2014. However, the funds are available in the Parking Reserve Fund to undertake the funding of the project in 2013 to ensure construction begins in January 2014.

#### **RURAL IMPLICATIONS**

The recommendations of this report will not affect rural residents, lands, services or businesses.

CONSULTATION

The Glebe BIA, Glebe Community Association, the Lansdowne Transportation Advisory Committee, and properties within 120 meters of 170 Second Avenue were consulted, and their feedback can be found in sections 6.2 and 6.3 of the Local Area Parking Study attached as Document 2. Documents 3 and 4 contain feedback from general stakeholders and the BIA, respectively:

Further, the City held an open house on January 23, 2013 and invited the aforementioned stakeholders to attend.

COMMENTS BY THE WARD COUNCILLOR(S)

The Ward Councillor concurs with the report.

LEGAL IMPLICATIONS

Reviewed and approved by Carey Thomson, Deputy City Solicitor, with the following comment inserted into the Legal Implications section of the report:

There are no legal impediments to receiving the Parking Study referenced in the report. Should Committee and/or Council decide to approve any or all of the recommendations in the report, there are no legal impediments to such action.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with implementing the recommendations in this report.

FINANCIAL IMPLICATIONS

Recommendation 2 the future report to be provided to Committee/Council will provide for analysis and impacts of implementing a city-wide performance pricing program.

Recommendation 4 Council has previously approved \$1.5 M for the feasibility study and design of the proposed Glebe Parking Facility. The construction component of \$8.0 M is contained in the capital forecast of POMD and the Parking Reserve Fund which has the funds available to undertake the funding of the project in 2013 which will bring the total budget to \$9.5 M for the New Glebe Parking Facility.

POMD will bring forth, as part of the annual budget for the year, the Facility which is to be in operation for Council consideration and approval the operating budgets for expenditures and revenues for this facility as well as the proposed rate structure.



The projected 2013 yearend balance in the Parking Reserve per the 2012 Disposition Report is \$14.922 M, with this transfer that would be revised to \$6.922 M.

### ACCESSIBILITY IMPACTS

Staff will ensure that any applicable accessibility standards are adhered to during the execution of the recommendations identified in this report. This will involve consulting with the appropriate staff within the City.

### ENVIRONMENTAL IMPLICATIONS

Appropriately managed short-term parking promotes long-term sustainability and reduces our environmental footprint by maintaining and improving the quality of our air by ensuring people who are driving are not creating traffic congestion and contributing more to green-house gases by cruising for parking. Shared short-term public parking is also more land-efficient than scattered private use-specific parking facilities. Where paid parking is introduced, infrastructure is generally solar powered.

### TECHNOLOGY IMPLICATIONS

There are no Technology Implications to implementing the recommendations in this report.

### TERM OF COUNCIL PRIORITIES

This report directly impacts the following 2011-2014 Term of Council Priorities:

**Economic Prosperity:** On-street municipally managed short-term parking is an asset to local businesses. The report indicates that this parking is being appropriately managed.

**Transportation and Mobility:** On-street municipally managed short-term parking meets the needs of residents who are driving, and is one transportation option within a balanced transportation system.

**Environmental Stewardship:** Appropriately managed short-term parking promotes long-term sustainability and reduces our environmental footprint by maintaining and improving the quality of our air by ensuring people who are driving are not creating traffic congestion and contributing more to green-house gases by cruising for parking. Shared short-term public parking is also more land-efficient than scattered private use-specific parking facilities. Where paid parking is introduced, infrastructure is generally solar powered.

**Healthy and Caring Communities:** Appropriately managed short-term parking helps all residents enjoy a high quality of life and contribute to community well-being through

healthy, safe, secure, accessible and inclusive places. Specifically, appropriately managed short-term municipal parking ensures there is adequate on-street parking available to serve those with accessible permits who need to park close to their destination.

**Service Excellence:** Appropriately managed short-term parking improves client satisfaction with the delivery of municipal services to Ottawa residents by measurably increasing the culture of service excellence at the City, by improving the efficiency of City operations, and by creating positive client experiences. Specifically, the service the City is delivering is an open parking space within a reasonable walking distance of the client's destination. Prices are affordable as they are set at the lowest possible level while achieving 85% occupancy. Having a legal parking space available means that fewer clients take the risk of parking in an illegal parking space (loading zone; fire hydrant; too close to a laneway) and getting a ticket.

**Governance, Planning and Decision-Making:** This report is consistent with the Municipal Parking Management Strategy which requires consultation with local stakeholders as well as the Parking Stakeholder's Consultation Group. The involvement with stakeholders improves the level of trust in how the City is governed and managed. Further, the parking study process uses a sustainability lens to decision making, and creates a governance model that compares well to best-in-class cities around the world.

**Financial Responsibility:** The Municipal Parking Management Strategy requires that the short-term paid parking program be financially self-sustaining. Sound long-term choices are ensured through the tabling of a ten year capital plan.

### SUPPORTING DOCUMENTATION

Document 1 – 170 Second Avenue Key Map

Document 2 – Glebe Local Area Parking Study.

Document 3 – General stakeholder input regarding the proposed garage at 170 Second Avenue

Document 4 – BIA input regarding the proposed garage at 170 Second Avenue

Document 5 – Proposed 170 Second Ave Parking Garage Project Scope

### DISPOSITION

Staff will carry out the recommendations identified in this report.