

Park and Ride Strategy and Initiatives Update

Transit Oriented Development and New Approaches to Non-Accessory Parking

Recommendation:

That the June 7, 2017, Sustainable Development report CR_4402, be received for information.

Report Summary

This report includes updates on pursuing partnerships with private landowners for the provision of Park and Ride, progress of the Park and Ride Strategy, and an overview of the alignment of the strategy with current rezoning applications and other Park and Ride initiatives.

Previous Council/Committee Action

At the January 18, 2017, Urban Planning Committee meeting, the following motion was passed:

That the revised due date of First Quarter 2018, be approved, and an interim report be provided in Second Quarter 2017.

Report

At the September 20, 2016, City Council meeting, the following motion was passed:

That Administration seek expression(s) of interest in the construction, operating and maintenance for the provision of mixed-use development, including paid park and ride facilities (including possible joint ventures on City and/or private lands) at the following locations:

1. Clareview
2. both ends of the currently approved line for the Valley Line LRT

At the September 14, 2016, Urban Planning Committee, the following motion was passed:

1. That Administration develop a comprehensive parking strategy that considers the built form and functional integration of non-accessory parking facilities at Transit Oriented Developments.

Park and Ride Partnerships and Future Park and Ride Provisions:

In response to the city's rapid growth in recent years and expansion of the LRT network, Council has recognized the need for additional Park and Ride facilities that are aligned with proposed LRT expansion and other City initiatives. Council also

recognized an opportunity to engage the private sector in providing these facilities and directed Administration to explore this consideration.

Subsequently, Sustainable Development report CR_3520, “Park and Ride Management Options - Feasibility and Implications”, was accepted for information by Urban Planning Committee on December 7, 2016. This report outlined a framework for partnering with third parties for the provision of future Park and Ride. Council also directed Administration to seek expression(s) of interest in the construction, operation, and maintenance of mixed-use development, including paid Park and Ride facilities for three sites — at Clareview, and at both ends of the currently-approved line for the Valley Line LRT (Lewis Farms and Mill Woods Town Centre).

In examining these three sites, Administration identified that a unique approach is required for each station as described below.

- **Lewis Farms** currently has surplus Park and Ride and therefore would not require supplemental parking provided by third parties at this time. As design work advances for the west leg of the Valley Line, Administration will assess the future demand and supply for Park and Ride at this location and consider opportunities for a future partnership approach.
- **Clareview** is dominated by a few large landholders, one being the City. Administration is evaluating opportunities with other landowners to assess the possibility of leveraging City-owned lands as part of an integrated Transit Oriented Development that would include provision of Park and Ride facilities as part of a comprehensive development.
- **Mill Woods Town Centre** represents a potential area to engage private landowners in order to provide additional Park and Ride facilities. Administration has initiated a work program to implement the partnership program, and will begin testing program implementation in 2018 through a pilot at Mill Woods Town Centre and Century Park.

A pilot of the park and ride partnerships program at Mill Woods Town Centre and Century Park will seek expressions of interest from landowners to focus on enabling provision and operation of private Park and Ride services. Subsequent to the pilot, if it is determined that the City should take a more active role in partnerships to lease and operate Park and Ride facilities, more detailed consideration will be needed on the costs and benefits of these arrangements. A further update on the status of park and ride provisions at Lewis Farms, Clareview and Mill Woods Town Centre will be provided to Council in the first quarter of 2018.

Park and Ride Strategy Update:

The Park and Ride Strategy was initiated in the fourth quarter of 2016, in recognition of demand pressures on existing Park and Ride, active development applications related to Transit Oriented Development at some stations, and interest from private landowners in the provision of Park and Ride.

The Park and Ride Strategy is being developed through five phases, grounded in an evidenced-based approach, and informed by public input. The project schedule for the Park and Ride Strategy is outlined below:

- Phase 1 (Q4 2016 - 2017): Park and Ride State of Practice Research
- Phase 2 (Q2 2017): Initial Public Engagement
- Phase 3 (Q3 2017): Analysis and Engagement to confirm Strategic Direction
- Phase 4 (Q4 2017): Release of Draft Strategy
- Phase 5 (Q1 2018): Council presentation of Park and Ride Strategy and revised policy

The first two phases of the project have been completed, including a best practice review, jurisdictional scan, analysis of current and future conditions, and initial public engagement.

Based on the review completed in Phase 1, gaps and opportunities were identified within the current Park and Ride Policy C554A. The results of Phase 1 analysis defined the scope of the strategy as outlined in Attachment 1.

The Transit Strategy is being presented to Urban Planning Committee on July 5, 2017. The Park and Ride Strategy will build on the recommended direction from the Transit Strategy, and will provide more focused direction specific to park and ride. In keeping with preferences expressed by Edmontonians, the draft Transit Strategy provides strategic direction for City-owned Park and Ride facilities to be provided primarily in outer areas, and that the supply of these facilities be balanced with local bus access and Transit Oriented Development initiatives. The draft Transit Strategy also includes an action to undertake a Station Access Strategy which would expand on the Park and Ride Strategy to consider variations in levels of modal priority for different station types. Subject to Council's approval of the Transit Strategy, it is expected that work on the Park and Ride Strategy will be expanded to address station access by bus, park and ride, kiss and ride, and active modes.

Park and Ride Initiatives Update

A number of initiatives related to Park and Ride have been completed in the past year or are currently in development. The current status of these reports is included in Attachment 2.

Rezoning Applications:

Rezoning applications are currently under review for Mill Woods Town Centre and Century Park. Initial findings in the development of the Park and Ride strategy informed understanding of the demand for Park and Ride at these locations.

To understand future demand of Park and Ride within the broader station catchment areas and requirements within the development areas, analysis was completed using

the Regional Travel Model. The results of the analysis were compared with projected transit ridership generated by the proposed developments, an assessment of on-street parking availability, and identification of potential partners within the broader catchment area.

Regarding Mill Woods Town Centre, there are existing pressures on parking within the future Valley Line station catchment area due to current uses in the area that are unrelated to transit. The introduction of the Valley Line LRT will increase the demand for parking in this area. Analysis for this station catchment area, however, indicated that demand generated by the LRT will be significantly lower at this location than at Century Park, due to different operating parameters for low-floor LRT, accessibility from major roadways, and the connection of the Capital Line to the University of Alberta campus.

The analysis suggests that the future demand for Park and Ride at Mill Woods Town Centre could potentially be met through potential third-party partners within the broader station catchment area. To address concerns related to existing and future impacts to on-street parking in neighbourhoods, parking management techniques will be assessed and implemented for on-street parking in neighbourhoods surrounding LRT stations and major transit centres.

For the Century Park station catchment area, analysis indicated that the long-term provision of Park and Ride can be achieved through a balance of permanent shared-use parking within the Century Park development, the future Heritage Valley and Ambleside park and ride facilities, partner sites in the broader station catchment area, and on-street parking on wide collector roadways.

The work completed through the Park and Ride Strategy and the proposed regulations within these rezoning applications will guide future transitions of Park and Ride to Transit Oriented Development. Techniques such as periodic assessments of parking operations (demand, provision, and utilization) with each stage of development, recovery clauses that move surface parking to structured parking, and sunset clauses on surface Park and Ride are being considered within these applications and can be incorporated with the Park and Ride Strategy. The Park and Ride Strategy will also reflect learnings from these rezoning applications related to site design for privately-owned and operated Park and Ride.

Non-Accessory Parking at Transit Oriented Developments:

In addition to an ongoing review of park and ride at Clareview, Mill Woods and Century Park, Administration is reviewing how standard (non-Direct Control) zones can incorporate non-accessory parking for the purpose of shared parking. This approach could allow parking spaces to be shared by a number of complementary land uses rather than dedicated parking for each specific land use. This would contribute to more efficient use of land and improve the viability of development. Outside of direct control areas, opportunities for shared parking at Transit Oriented Development can currently

be limited by existing zoning regulations, including separate parking rates for each use and a limited number of zones where non-accessory parking is allowed. Approaches to enable shared parking in Zoning Bylaw 12800 will be considered as part of the comprehensive review of parking regulations proposed for 2017/2018.

Non-accessory or shared parking facilities should be carefully considered with transit oriented site design to ensure high-quality built form and functional integration. A well-designed transit oriented development should focus first on the movement of people, then the movement of goods and services, and finally of private vehicles.

The Park and Ride Strategy will establish principles to guide the provision of Park and Ride with transit oriented development through design guidelines such as: context, design quality, external elements, vehicle movement and parking, and universal design.

Next Steps

Administration will continue developing strategy concurrently with addressing current pressures at specific locations. These next steps include:

- initiating the process to seek expressions of interest to advance the park and ride partnerships program in the second quarter of 2018 through a pilot program at Century Park and Mill Woods Town Centre. Resources to develop and manage the partnership program could potentially be made available through efficiencies realized in the implementation of new parking technology. Fundamental practices for the partnerships program would also have application in the management and operations of parking supply in the downtown and other commercial areas and business districts throughout the City
- assessing and implementing parking management techniques to address on-street parking within residential neighbourhoods in areas surrounding LRT stations and transit centres to be initiated in the fall of 2018. Residential parking program guidelines are under review and will be updated and brought forward to Council in the second quarter of 2018
- completing additional technical analysis and public engagement to develop the Park and Ride Strategy, for presentation to Council in the first quarter of 2018
- conducting a comprehensive review of Zoning Bylaw parking regulations.

Policy

The Park and Ride Strategy and initiatives elaborates and builds off the content provided in *The Way We Move*, Edmonton's Master Transportation Plan.

- section 5.4: The City will develop Park and Ride facilities located towards the extremities of LRT lines or at key transit centres where land cannot be used for more intensive transit oriented development
- strategic action 5.4.a: Developing a Park and Ride Strategy
- strategic action 5.4.b: Developing Park and Ride facilities in conjunction with

LRT extension to attract regional commuter trips in locations where the land cannot be used for TOD, particularly within the TUC

- strategic action 5.4.c: Considering Park and Ride facilities at key transit centres where direct service to LRT or major destinations is provided
- strategic action 5.4.d: Redeveloping selected Park and Ride Lots into TOD sites over time as LRT lines are extended, as supported by market demand
- Strategic action 5.4.e: Considering fees for parking at Park and Ride facilities where demand exceeds supply, ancillary services are provided, and/or parking demand management is implemented.

The Park and Ride Strategy will build off City Policy C554A, Park and Ride, and may recommend modifications to the policy in the future:

Park and ride will be provided to:

- a. Improve travel options with the primary objective of increasing transit ridership by providing attractive accessibility to transit;
- b. Target trips associated with land uses that have high trip generation, such as Edmonton's Downtown, University, and other post-secondary areas; and
- c. Accommodate travel necessary to support major special events.

Corporate Outcomes

This report supports the following corporate outcomes:

- Edmonton is attractive and compact as site design principles related to transit oriented development and Park and Ride ensures quality built form and integration with stations
- Edmontonians use public transit and active modes of transportation as Park and Ride promotes access to transit.

Public Engagement

A survey to inform the Park and Ride strategy was conducted with the Insight Community and general public in March 2017. The survey asked respondents to provide input on the purpose of Park and Ride, desired locations for future Park and Ride, satisfaction with current Park and Ride services, and desired qualities for future Park and Ride.

The survey was promoted through road signs, social media, public service announcements, and distribution of flyers at City facilities. The Park and Ride Strategy team also attended a series of open houses, including Century Park Rezoning, Mill Woods Town Centre Rezoning, and Clareview to promote the survey and respond to questions about the Strategy. A total of 2034 surveys were completed. The information gathered from this engagement will be shared with the public on the City website.

Metrics, Targets and Outcomes

The Park and Ride Strategy will identify metrics with respect to monitoring and measuring the effectiveness of our park and ride system.

Metrics	Targets	Outcomes
Review best practices, assess available data and verify policy or program applications (completed 1 of 3)	Confirmed measures of effectiveness for Park and Ride	Clear, repeatable metrics to inform future approaches for park and ride
<ul style="list-style-type: none"> • Transit Ridership - 96.9 rides/capita (2016) • Journey to work mode (sum of percent survey respondents who select: auto passenger, transit, walk, cycle, or other, as commute to work mode) - 24.7% (2016) 	<ul style="list-style-type: none"> • 105 rides/capita for 2018 • 25.9 percent for 2018 	Transit network is well integrated
<ul style="list-style-type: none"> • 2,034 online surveys completed • 3 open house engagement opportunities 	Not applicable	<ul style="list-style-type: none"> • Edmontonians had an opportunity to provide input into the process • Obtained a variety of perspectives

Attachments

1. Scope of Park and Ride Strategy
2. Update on Council Reports Related to Park and Ride

Others Reviewing this Report

- A. Laughlin, Deputy City Manager, Integrated Infrastructure Services
- C. Campbell, Deputy City Manager, Communications and Engagement
- D. Jones, Deputy City Manager, City Operations