

Open Option Parking Implementation

Recommendation

That the January 28, 2020, Urban Form and Corporate Strategic Development report CR_7229, be received for information.

Previous Council/Committee Action

At the May 7, 2019, Urban Planning Committee meeting, the following motion was passed:

That Administration advance the implementation of Approach 2 as described in the May 7, 2019, Urban Form and Corporate Strategic Development report CR_6707 and return with a report to Committee, including:

- A comprehensive review of on-street parking implications
- Further research to determine significant predictors of all types of parking demand, and how these predictors affect on-site demand
- Development of implementation scenarios, including draft bylaw amendments, that consider a one-step implementation and/or a phased, transitional approach, and different zoning categories (e.g. downtown/core, commercial/industrial, core residential, suburban residential, institutional, stadium area), including the impact on each
- Implementation of the other regulatory amendments as outlined in Attachment 6.

Executive Summary

Open Option Parking is an important component of Edmonton's city-building goals. Under an Open Option Parking approach, the amount of on-site parking to be supplied for new developments will be determined by the landowner or business. Implementation of this approach in conjunction with a revised approach to on-street parking management will support the goals of ConnectEdmonton and better achieve the city-building outcomes set out in the draft City Plan.

In response to the May 7, 2019, report CR_6707 Comprehensive Review of Parking Regulations in Zoning Bylaw 12800, Urban Planning Committee endorsed an Open Option Parking approach and directed Administration to develop scenarios for implementation. This report examines three scenarios, which include a one-step approach, a phased approach, and an alternative way to regulate parking requirements. Administration will proceed with Scenario One, a one-step approach,

because it removes barriers to development and supports the gradual transition to a more compact urban environment.

Additional information relating to parking demand predictors and on-street parking implications is provided. Parking demand is influenced by a variety of factors, many of which are beyond the municipality's control. Those factors then have an influence on the demand for on-site parking. A shift in the approach to on-street parking management is necessary to support the implementation of Open Option Parking.

Report

In 2008 City Council commissioned a Parking Study. The Final Report was completed in 2010, and included several recommendations to change how parking is regulated and managed in Edmonton. More recently, the May 7, 2019 report CR_6707 Comprehensive Review of Parking Regulations in Zoning Bylaw 12800 recommended a flexible, market-based approach to parking regulation.

These reports, which were developed after extensive consultation and research, identify that, while parking remains an important part of Edmonton's transportation system, the current minimum parking requirements are ineffective at matching supply and demand for parking spaces and have resulted in an oversupply of on-site parking. This oversupply of parking acts as a barrier to achieving the compact, walkable and vibrant urban environment envisioned in the draft City Plan. In addition, this study found that parking is supplied and utilized at rates that have no relationship with land use or neighbourhood context.

Open Option Parking seeks to achieve the right amount of parking by enabling businesses and landowners to supply the parking needed for their particular operations, activities and lifestyle. It is important to note that Open Option Parking does not mean "no parking", though it is possible a developer could provide no parking. Change will be gradual as sites are developed or redeveloped, and businesses and landowners have an interest in ensuring their parking needs are met.

Supporting the ability of Edmontonians to provide the right amount of parking on a site-by-site basis is one of the most influential Zoning Bylaw amendments that can be made to ensure the urban form envisioned by the emerging City Plan policy can be realized. It is also consistent with the philosophy of flexibility, simplicity and ease of use that underpins the Zoning Bylaw Renewal project.

Predictors of parking demand and effect on on-site parking utilization

How parking is supplied, priced, and used impacts every aspect of the way people live, work and move around. As part of the May 7, 2019 report CR_6707 Comprehensive Review of Parking Regulations in Zoning Bylaw 12800, Administration identified that most Edmonton parking sites are underused and not meeting the optimal utilization

target rates of 80 to 90 percent. There are numerous decisions that feed into demand for parking, including: transportation mode choice; the value and purpose of the trip and other personal choices; the desirability of the destination; and parking management interventions. These predictors of demand are explored in Attachment 1.

Open Option Parking is intended to address this mismatch of demand and supply, and enable those who are most familiar with their own parking needs to choose the amount supplied. For example, developers may procure detailed market studies and sales data to inform them of how much parking people will use and pay for. Other nation-wide chain businesses typically have corporate standards that include the amount of desired parking. As a result, parking supply would be tailored to the use, tenants and context in a more effective way than the one-size-fits-all approach currently in use by the City. This is especially important as parking policy has implications for the success of local businesses, neighbourhood walkability, and housing affordability.

Implementation Scenarios

There are multiple implementation scenarios that could be developed to achieve Open Option Parking. Administration has prepared three scenarios for consideration, which are described in Attachment 2.

Scenario One: Full implementation of Open Option Parking

A one-step approach to implementing Open Option Parking, previously presented in the May 7, 2019 report CR_6707 Comprehensive Review of Parking Regulations in Zoning Bylaw 12800, removes on-site minimum parking requirements and strengthens requirements for the size and layout of parking spaces and the design and landscaping of parking lots. An Open Option approach to parking provision will improve choice for Edmontonians, remove barriers to economic development, support climate resilience, and is more likely to result in the “right amount” of parking for a site. The one-step implementation is supported by the data analysis, creates administrative efficiencies during the development review process and keeps regulations simple and predictable. This is Administration’s preferred approach. Details of the bylaw changes resulting from Scenario One are found in Attachment 3.

Scenario Two: Phased approach to Open Option Parking

This is a multi-step approach that transitions to full implementation of Open Option Parking over a defined period of time, based on established milestones. The first phase would remove minimum on-site parking requirements in walkable, transit-supportive areas (such as the Main Streets Overlay, Business Improvement Areas, and City Centre geographies). Future phases of this approach will incrementally expand the geographic areas for Open Option parking until it is fully implemented across the city.

While a phased approach may help to manage some of the risks associated with change, it creates additional complexity, uncertainty and inequity among developers and Edmontonians. Parking requirements would vary depending on the location of a given site in relation to the new parking boundaries and would shift over time through future phases. A phased implementation requires additional administrative resources for further research, analysis, and engagement, and administrative efficiencies would not be realized until full implementation is achieved. This phased approach is explored further in Attachment 2 and details of the bylaw changes resulting from Scenario Two are found in Attachment 4.

Scenario Three: Zone-based parking minimums

This scenario considers parking requirements alongside other regulations within a particular zone (e.g., residential, commercial, or industrial). Using this approach, existing minimum parking requirements for each use would be deleted and replaced by a blended parking rate for each of the new zones to be created through the Zoning Bylaw renewal. The blended rate would be based on the general purpose of the zone, typical lot sizes, design and landscaping requirements, and context in the city. Some zones may have no minimum parking requirements. This approach focuses on the overall intent and purpose of the zone rather than the use of a particular building.

While this approach has the potential to support more balanced site planning, it will require additional research, analysis and engagement and will defer the parking discussion to the Zoning Bylaw Renewal. Moreover, it results in a one-size-fits-most approach to parking regulation that suffers from similar limitations as the City's existing parking requirements and will not realize the administrative efficiencies offered by one-step implementation. Details of the bylaw changes resulting from Scenario Three are found in Attachment 5.

All three scenarios incorporate the changes recommended in Attachment 6 of the May 7, 2019 report CR_6707 Comprehensive Review of Parking Regulations in Zoning Bylaw 12800 and are summarized under the "Other Regulatory Amendments" section heading.

On-Street Parking Implications

On-street parking is a public asset, a key City service, and an important part of the transportation system. Historically, on-street parking in Edmonton has been readily available in most areas at no charge with the exception of high demand locations. Where on-street parking management has been required, a variety of tools have been developed and implemented to achieve policy objectives.

Changes to on-site parking may impact the amount of on-street parking that the City is required to actively manage. In the event that the "right amount" of parking is not provided on-site, which occurs under current regulations, Administration has the ability

to manage supply and demand constraints in specific areas through measures such as paid parking and time-limited parking. However, the supply of on-street parking is fixed, and while parking management can influence behaviour and manage congestion, it cannot increase parking supply.

A shift to Open Option Parking will require a revised approach to the historic purpose and role of on-street parking and its management. This will enable the City to better align the provision and management of on-street parking with the City's strategic direction to support more compact and walkable urban places. The revised approach to on-street parking is supported by a draft City Plan direction that proposes to "manage parking and curbside space as a strategic public asset." A review of the residential on-street parking program including potential policy development will be undertaken in 2020. This review will enable further conversations about parking and the role it plays within the City's vision and operations to be undertaken.

Attachment 6 provides a detailed overview of current tools the City uses to manage on-street parking. The attachment also deliberates the implications that Open Option Parking - Scenario One has for on-street parking management approaches and resourcing. The shift to Open Option parking alongside a changing culture for parking management will create some challenges. An ongoing focus on the long term city-building objectives, alongside sustained investment in supporting these policies and services will be required to support cultural change.

Other Regulatory Amendments

At the May 7, 2019 Urban Planning Committee meeting, the Committee directed Administration to advance amendments to improve the overall clarity, structure and readability of the on-site parking rules.

These rules are incorporated into each of the draft bylaws attached to this report and include the following:

- Allow shared parking between uses and sites;
- Allow Development Officers to request a Transportation Demand Management plan as part of development review;
- Require vehicle parking access from the lane, where a lane exists;
- Improve the standard for parking lot design, and better mitigate the parking lot impacts between different sizes of parking lots;
- Create an alternate method of calculating vehicle parking requirements for persons with physical disabilities and bicycle parking requirements, in absence of standard vehicle parking requirements;
- Reduce the loading space requirements; and
- Simplify the structure of the parking schedule, with fewer places to look for the parking regulations.

For all Open Option Parking scenarios, regulations around parking stall size, access, and landscaping are retained. The minimum requirements proposed to be removed or reduced only affect the quantity of parking spaces that are required.

Scenario One

Administration will proceed with Scenario One - full, one-step implementation of Open Option Parking. Scenario One improves choice for Edmontonians, reduces barriers to economic development, supports climate resilience, and has the potential to transform Edmonton's urban form through gradual, incremental change toward a more compact, urban environment. One-step implementation creates administrative efficiencies and keeps regulations simple and predictable. Transformative change comes with risk but can deliver significant long term benefit.

Administration recognizes the importance of preparing and supporting change to Edmontonians and city builders. In addition to the public engagement completed for the review of parking regulations (2018-2019), additional communication will be important to manage the change associated with the one step implementation of Open Option Parking.

Communication and engagement have been robust and ongoing through the work of the City Plan, a cohesive strategy to guide and navigate future growth in Edmonton. The Zoning Bylaw Renewal project, combined with updates to the on-street parking management program, will provide additional opportunities for communication about open option parking. To allow for these opportunities to align the City's approach to on-street parking management, implementation of Scenario One will proceed to Public Hearing in Q3 2020 for Council's consideration.

Financial / Budget Implications

For all three scenarios, budget for public communication and education is required to support implementation and manage change. Scenario One is covered by the current budget. Implementing Scenarios Two or Three will require an analysis of work and resources to determine budget needs. If these Scenarios are advanced, Administration will return to Urban Planning Committee with budget implications.

Further impacts to parking management budgets are likely to occur as the Open Option Approach is implemented. Administration will conduct further analysis on a resourcing approach to support the on-street parking management review and will report to Urban Planning Committee in 2020 with a recommended approach.

Next Steps

In order to support the implementation of Scenario One, Administration will:

1. prepare a Charter Bylaw to implement Scenario One - Full Open Option Parking, as generally outlined in Attachments 2 and 3 of the January 28, 2020, Urban Form and Corporate Strategic Development report CR_7229, and return to City Council Public Hearing in the third quarter of 2020, and
2. undertake a review of the on-street residential parking program and operations, and return to Urban Planning Committee in quarter one, 2021 with recommendations.

Public Engagement

This report builds on the extensive public engagement undertaken as part of the May 7, 2019, Urban Form and Corporate Strategic Development report CR_6707 Comprehensive Review of Parking Regulations in Zoning Bylaw 12800. This includes engagement with residents, development industry, community leagues, business improvement areas, the Accessibility Advisory Committee, a Values and Priorities survey of over 800 Edmontonians, and a Preferred Options survey receiving over 4,100 responses.

A draft of this report was circulated to the Edmonton Federation of Community Leagues, Urban Development Institute - Edmonton Region, Canadian Homebuilders' Association - Edmonton Region, Commercial Real Estate Development Association (NAIOP), Infill Development in Edmonton Association, all community leagues, and more than 800 individuals on the project email list. The report was also available online and advertised through the Evolving Infill and Building Edmonton newsletters.

Administration received a total of 16 responses to the draft report: seven from residents, six from the development industry, and four from community leagues. Response from the development industry was positive and supportive of Scenario One. The responses from community leagues and residents were mixed, ranging from full support to opposition based on concerns about report methodology and findings; impacts of on-street parking congestion; insufficient enforcement of parking infractions; or general skepticism of the goal of a more walkable Edmonton.

Corporate Outcomes and Performance Management

Corporate Outcome(s): Edmonton is attractive and compact			
Outcome(s)	Measure(s)	Result(s)	Target(s)
The city is attractive	Edmontonians' Assessment: Well-designed Attractive City (% of survey respondents who agree/strongly agree)	53% (2017)	55% (2018)

Neighbourhoods are designed for more efficient use of land	City Wide Density (units per net residential hectare)	27.8 (2014)	75.00 (2018)
Corporate Outcome(s): Edmontonians use public transit and active modes of transportation			
A range of travel options are available	Journey to work mode (Auto Passenger, Transit, Walk, Cycle or Other)	24.7% (2016)	25.9% (2018)

Attachments

1. Significant Predictors of Parking Demand
2. Implementation Scenarios for Open Option Parking
3. Mark-up of Scenario One
4. Mark-up of Scenario Two
5. Mark-up of Scenario Three
6. Review of On-Street Parking Implications

Others Reviewing this Report

- C. Owen, Deputy City Manager, Communications and Engagement
- G. Cebryk, Deputy City Manager, City Operations
- J. Meliefste, Acting Deputy City Manager, Integrated Infrastructure Services
- R. Smyth, Deputy City Manager, Citizen Services
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- B. Andriachuk, City Solicitor