

The Corporation of the City of Kawartha Lakes
Council Report

Report Number EA2018-009

Date: April 24th, 2018
Time: 2:00 p.m.
Place: Council Chambers

Ward Community Identifier: All wards

Subject: Commissioning of a Downtown Parking Strategy

Author Name and Title: Adam Found, Manager of Corporate Assets

Recommendation(s):

RESOLVED THAT Report EA2018-009, **Commissioning of a Downtown Parking Strategy**, be received;

THAT a Downtown Parking Strategy project be added to the 2018 Parking Lots capital program (9831812) with a budget of \$100,000 financed 67.5% from the Administration Account of the Development Charges Reserve and 32.5% from the Economic Development Reserve; and

THAT the excess capacity created by this project be designated as committed excess capacity in accordance with the Development Charges Act and its regulation O. Reg. 82/98.

Department Head: _____

Financial/Legal/HR/Other: _____

Chief Administrative Officer: _____

Background:

The City's Transportation Master Plan (TMP) recognizes the general need to expand municipal parking capacity in the downtown areas of Lindsay, Fenelon Falls, and Bobcaygeon. This is based on the population and employment forecasts in the Growth Management Strategy. These are in turn based on the Provincial Growth Plan, which forecasts the City of Kawartha Lakes will reach a permanent population of 100,000 by 2031 and 107,000 by 2041. The Places to Grow Act requires the City to plan for this growth.

Section 6 of the TMP, attached hereto as Appendix A, recommends the City further study municipal parking needs through a parking strategy designed to examine parking issues in downtown areas more closely, substantiate specific needs and develop proposed solutions. Over recent years, the demand for and utilization of parking in downtown Lindsay has increased considerably, and demand will only continue to increase with further growth and development. Downtowns in Fenelon Falls and Bobcaygeon are also expected to require additional parking capacity to meet the needs arising from growth and development in those urban areas.

This report addresses the need to have a Downtown Parking Strategy prepared as soon as possible.

Rationale:

In the TMP is the following recommendation:

"It is recommended that a parking strategy study be undertaken to assess the operation of the existing parking infrastructure in downtown Lindsay and other urban areas in the City, the costs of providing this parking, the parking requirements for new development and redevelopment sites in these areas, parking enforcement, and the potential to provide additional parking to meet future demands. This study should be undertaken with input from the business community and include more detailed utilization surveys of the existing parking. The goal of this study will be to find a long-term solution that meets parking needs, is supportive of overall City objectives of encouraging travel by modes other than the private automobile, is financially viable and sustainable for the community."

Since adoption of the TMP in 2011, parking has become an increasingly visible and concerning issue in the urban areas of the City of Kawartha Lakes, notably Lindsay, Fenelon Falls and Bobcaygeon and especially during the summer season. This is particularly true of downtown Lindsay where the average utilization rate for municipal parking during peak weekday business hours has increased from approximately 61% in 2014 to approximately 81% in 2018, as

illustrated in Table 1. Multiple factors have combined to produce this dramatic change:

Table 1: Municipal Parking Capacity and Utilization in Downtown Lindsay: 2014 vs. 2018						
Site	Vicinity / Location	Status	Parking Spaces			
			2014	2018	Change	Explanation for Change
Kent St.	Victoria Ave. to Lindsay St.	Owned	135	152	17	Reconfiguration in 2015
Peel St.	Cambridge St. to William St.	Owned	31	31		
Victoria Ave.	Peel St. to Russell St.	Owned	43	36	(7)	Transit Hub Relocation in 2017
Cambridge St.	Kent St. to Russell St.	Owned	18	18		
William St.	Peel St. to Russell St.	Owned	39	39		
M1 Lot	Peel St./Cambridge St. N. (Southeast Block)	Owned	111	111		
M2 Lot	York St. S./Russell St. W. (Shell)	Owned	47	47		
M3 Lot	William St. N. (CIBC)	Leased	32	32		
M4 Lot	York St. N. (River Wineworks)	Leased	6	0	(6)	Lease Not Renewed by Owner
M5 Lot	Peel St./Cambridge St. N. (Northeast Block)	Owned	58	58		
M6 Lot	Lindsay St. N. (Hospice)	Owned	22	22		
M7 Lot	York St. S. (Pita Pit)	Owned	15	15		
Queen's Square	Lindsay Library	Owned	16	16		
L13 Lot	Ridout St.	Owned	19	19		
L14 Lot	Russell St. E.	Owned	8	8		
Total Capacity			600	604	Note: Data reflects average utilization during peak daily business hours, typically considered 10am-2pm weekdays.	
Total Utilized			366	489		
Average Utilization Rate			61%	81%		

Table 2: Summary of Estimated Development and Growth Activity in Lindsay: 2013-2017							
Year / Period	Development ¹					Growth Arising from Development ²	
	Residential Units	Non-Residential Construction (m ²)				Population	Employment
		Industrial	Commercial	Institutional	Total		
2013	72	0	1,394	2,635	4,029	173	71
2014	201	0	878	0	878	482	19
2015	90	0	8,217	532	8,749	216	185
2016	142	0	0	0	0	341	0
2017	199	0	6,034	131	6,165	478	132
2013-2017	704	0	16,523	3,298	19,821	1,690	407

¹Based on building permit data for development associated with growth.

²Based on average occupancy rates used in the 2015 Development Charges Background Study.

1. **Development and Growth:** As illustrated in Table 2, Lindsay continues to attract appreciable amounts of development and growth. In particular, average annual residential development during 2014-2017 was more than twice that in 2013, indicative of acceleration in development in recent years. Development and the growth arising from it have contributed to the overall increase in economic activity, traffic volume and parking demand in downtown Lindsay.

2. Municipal Parking Policy: In late 2015, metered parking in downtown Lindsay was replaced by free parking subject to a 2-hour limit on-street and 4-hour limit off-street during regular business hours. Data indicates this policy change has resulted in a substantial increase in the demand for municipal parking in downtown Lindsay. It has also resulted in greater difficulty in parking enforcement.
3. Municipal Parking Capacity: As indicated in Table 1, recent changes to the municipal parking inventory in downtown Lindsay have netted a slight gain in total capacity. This has only marginally offset the significant increase in demand.

While a comprehensive utilization survey and analysis, which would form part of a Downtown Parking Strategy, is required for greater definiteness, it is evident the net effect of these factors has been an acute and significant increase in the utilization of municipal parking in downtown Lindsay. Equally evident is the predominant share of this increase attributable to the change from metered to free parking.

Without the benefit of a parking strategy, the City's long-term financial plan currently forecasts a general need for expansion to municipal parking in downtown Lindsay for 2023. With an average utilization rate of 80% being a typically accepted maximum for proper functionality of municipal parking assets, it is incumbent upon the City to accelerate and refine this need. As envisioned by the TMP, incorporation of Fenelon Falls and Bobcaygeon into this process will provide for coordinated and consistent long-term capital planning for the City's major downtown municipal parking assets.

As growth and development continue, expansion of municipal parking capacity in the downtowns of Lindsay, Fenelon Falls and Bobcaygeon becomes all the more essential for downtown functionality and economic prosperity. The increased need associated with any particular downtown arises not only indirectly from growth of the surrounding urban area, but also directly from development within the downtown itself. This is highlighted by intensification or redevelopment that, due to site constraints, is unable to provide sufficient parking to meet regulatory and practical needs, in which case the resulting excess demand necessarily shifts to other private parking as well as municipally-provided parking.

Based on the foregoing, staff recommends the City undertake a Downtown Parking Strategy focused on Lindsay, Fenelon Falls and Bobcaygeon. It is expected the study would be led by a consultant steered by the Corporate Assets Division with support by a cross-functional team of staff from stakeholder divisions. If the study proceeds, it is expected to be informed by consultations with local business associations, developers, other community stakeholders and the general public.

Other Alternatives Considered:

The alternative to the staff recommendation would be deferral of the Downtown Parking Strategy to the 2019 or later budget or a future Transportation Master Plan update (anticipated 2020). However, given the acutely developing strain on downtown municipal parking supply, especially in Lindsay, and the need to improve long-term planning and to review existing and alternative models for downtown municipal parking, it would be prudent and responsible to have a Downtown Parking Strategy prepared as soon as possible.

Financial/Operation Impacts:

Based on past experience with similar growth-related studies (e.g. master plans), Watson & Associates Economists Limited indicates a budget of \$100,000 at 67.5% development charge recoverability would be appropriate for the contemplated Downtown Parking Strategy. This leaves \$32,500 to be financed by the Economic Development Reserve. As of the time of writing this report, this reserve has an uncommitted balance of \$356,574.

Relationship of Recommendation(s) To The 2016-2019 Strategic Plan:

The recommendations of this report align with the following goals of the Corporate Strategic Plan:

- Goal 1 – A Vibrant and Growing Economy: An effective Downtown Parking Strategy helps support municipal infrastructure that is essential for a prosperous and growing economy, especially in the major downtown areas of the City.
- Goal 2 – An Exceptional Quality of Life: An effective Downtown Parking Strategy helps support municipal infrastructure that is essential for the quality of life of residents, especially in the major downtown areas of the City.

Consultations:

Watson & Associates Economists Limited
Manager of Planning
Chief Building Official
Manager of Municipal Law Enforcement
Manager of Economic Development
City Treasurer

Attachments:

Appendix A: Section 6 of Transportation Master Plan



Section 6 of TMP.pdf

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Department Head: Juan Rojas, Director of Engineering and Corporate Assets