

# APPENDIX B

## Parking Management Strategy



# 1 INTRODUCTION AND OVERVIEW

## 1.1 Context and Benefits

This appendix outlines considerations for a **Parking Management Strategy** for the Town of Ajax to help achieve the objectives of the Town's Transportation Demand Management (TDM) Plan, Transportation Master Plan and Official Plan. The Town's existing planning policy framework supports the concept of "right-sizing" the supply of parking provided locally, with the goals of reducing the consumption of land for parking, promoting use of modes of travel other than the single-occupant vehicle and encouraging a more intense urban form. When appropriately applied, parking management can provide numerous benefits:

- **Facility Cost Savings** – Reduces costs to governments, businesses, developers and consumers;
- **Improved Service Quality** – Can improve user quality of service by providing better information, increasing user options, reducing congestion and creating more attractive facilities;
- **More Flexible Facility Location and Design** – Offers architects, designers and planners more ways to address parking requirements;
- **Revenue Generation** – Can generate revenues to fund parking facilities, transportation improvements, or other important projects;
- **Mobility Management Support** – Encourages more efficient travel behavior, which helps reduce traffic problems;
- **Urban Form and Land Use Support** – Helps create more accessible and efficient land use patterns and supports other strategic land use planning objectives;
- **Support for More Modes** – Promotes walking, cycling and transit use.
- **Reduced Stormwater Management Costs, Water Pollution and Heat Island Effects** – Can reduce stormwater flow, water pollution and solar heat gain.
- **Support for Equity Objectives** – Can reduce the need for parking subsidies, improving travel options for non-drivers.
- **More Liveable Communities** – Helps create more attractive urban environments.

## 1.2 Principles

The following ten general principles can help guide planning decisions to support parking management<sup>1</sup>:

1. **Consumer Choice** – People should have viable parking and travel options.
2. **User Information** – Motorists should have information on their parking and travel options.
3. **Sharing** – Parking facilities should serve multiple users and destinations.
4. **Efficient Utilization** – Parking facilities should be sized and managed so spaces are frequently occupied.
5. **Flexibility** – Parking plans should accommodate uncertainty and change.
6. **Prioritization** – The most desirable spaces should be managed to favor higher priority uses.
7. **Pricing** – As much as possible, users should pay directly for the parking facilities they use.
8. **Peak Management** – Special efforts should be made to deal with peak demand.

<sup>1</sup> Litman, Todd. *Parking Management: Strategies, Evaluation, and Planning*. Victoria, British Columbia. Victoria Transport Policy Institute. November 2013.



9. **Quality vs. Quantity** – Parking facility quality should be considered as important as quantity, including aesthetics, security, accessibility, and user information.
10. **Comprehensive Analysis** – All significant costs and benefits should be considered in parking planning.



## 2 POTENTIAL PARKING MANAGEMENT STRATEGIES

Parking management involves the application of various specific strategies in an integrated program. Table B.1 describes several potential strategies and indicates typical estimated reductions in parking requirements compared with conventional standards. Caution should be exercised when using these reduction values as they represent the findings of studies from a broad range of jurisdictions, with differing transportation systems and underlying travel behaviour. The values may not be entirely applicable in the Town due to local variations, but do provide a relative indication of the likely merit.

The table also indicates whether a strategy is very or somewhat applicable in the Town. Initiatives that are very applicable are candidates for earlier implementation.



**TABLE B.1 – Potential Parking Management Strategies**

Management Strategy	Description	Typical Reductions	Applicability in Ajax
Shared Parking	Parking spaces serve multiple users or destinations	10–30%	●
Parking Regulations	Regulations result in more efficient use of parking facilities	10–30%	●
More Accurate and Flexible Standards	Adjust parking standards to more accurately reflect demand in a particular situation	10–30%	●
Parking Maximums	Establish maximum parking supply standards	10–30%	●
Remote Parking	Provide off-site parking facilities and encourage their use	10–30%	○
Smart Growth	Encourage more compact, mixed, multimodal development	10–30%	●
Walking and Cycling Improvements	Improved walking and cycling expands the range of destinations served by a parking facility and reduces vehicle trips	5–15%	●
Increase Capacity of Existing Facilities	Increase parking supply by using otherwise wasted space, smaller stalls, car stackers and valet parking	5–15%	○
Mobility Management	Encourage more efficient travel patterns	10–30%	○
Parking Pricing	Charge motorists directly for using parking facilities	10–30%	○
Improve Pricing Methods	Use better charging techniques to make pricing more convenient and cost effective.	N/A	○
Financial Incentives	Provide financial incentives to shift mode	10–30%	○
Unbundle Parking	Rent or sell parking facilities separately from building space	10–30%	○
Parking Tax Reform	Various tax policy changes that support parking management	5–15%	○
Bicycle Facilities	Provide bicycle storage and changing facilities	5–15%	●
Improve User Information	Provide convenient and accurate information on parking availability and price	5–15%	○
Improve Enforcement and Control	Ensure that parking regulation enforcement is efficient, considerate and fair	N/A	●
Transportation Management Associations	Establish member-controlled organizations that provide transport and parking management services in a particular area	N/A	○
Overflow Plans	Establish plans to deal with occasional excessive demand	N/A	○
Address Spillover Problems	Use management, enforcement and pricing to address spillover problems	N/A	○
Facility Design and Operation	Improved parking facility design and operations to help solve problems and achieve parking management objectives	N/A	●

Legend: ● Very Applicable ○ Somewhat Applicable

Source: Litman, Todd. *Parking Management: Strategies, Evaluation and Planning*. Victoria, British Columbia. Victoria Transport Policy Institute. 2006.



### 3 EXISTING TOWN PARKING POLICIES

The existing parking policies for the Town are articulated in the Official Plan and Transportation Master Plan:

#### 3.1 Town of Ajax Official Plan

The Town's Official Plan articulates several parking policies consistent with the parking management strategies detailed in Table B.1 above. Parking is referenced throughout the document, with the broad policies found in Section 4.2.7 – Parking Policies and further detailed directives specific to the Intensification Areas specified on Schedule 'A-2' contained in Section 3.2.4.3 and for the built-up Village Area in Section 3.2.3.10p. These policies are detailed below:

#### General Parking Policies

##### 4.2.7 Parking Policies

*In recognition of the need to plan for a multi modal transportation system, the Town will support an adequate supply of parking that meets the needs of businesses and residents, and shall be balanced with good urban design, compact development, and approaches to encourage alternative modes to the automobile and to provide for environmental improvement. To support this approach, The Town shall:*

- a) *Require adequate off-street parking for all new development and ensure parking areas are designed to:*
  - i) *minimize conflict with traffic on Arterial Roads;*
  - ii) *provide parking for persons with disabilities; and,*
  - iii) *provide screening of parking areas from surrounding roads and properties by appropriate landscaping and/or fencing;*
- b) *Encourage the location of parking at the rear of a building in order to limit the amount of parking between the front face of the building and the street;*
- c) *Ensure that parking structures are designed and situated to support transit oriented development and transit use;*
- d) *Support approaches that minimize total pavement area in order to reduce stormwater management impacts and urban heat island effects through such measures as:*
  - i) *encouraging reduced surface parking;*
  - ii) *encouraging underground parking where appropriate;*
  - iii) *encouraging permeable parking surfaces; and,*
  - iv) *reserved spaces for carpooling vehicles or establishing priority parking space assignments through the review of development applications;*



- e) *Support approaches that quantify the cost of free parking and promote non- automobile oriented forms of travel including:*
  - i) *encouraging employers to consider providing cash equivalents to employees in lieu of free parking that can be used for other means of transportation such as transit;*
- f) *Endeavour to provide off-street parking to serve the Downtown Regional Centre, Village Centre, Community and Town-wide parks, and Community Facilities. In this regard, the Town may:*
  - i) *establish areas where payment of cash-in-lieu of required parking may be accepted. A reserve fund may be established to be used for the improvement or expansion of public parking facilities; and,*
  - ii) *use, or authorize the use of vacant lands for parking on a temporary basis, where such parking is needed and desirable. In recognition of the important role parking plays in the ability of the Downtown Regional Centre to function as a ‘destination area’ – where motorists are encouraged to park their automobiles and then sample, as pedestrians, the mix of activities the Downtown has to offer - the use of land for general purpose public parking is considered an appropriate interim condition for surface parking within the Downtown Regional Centre, and an appropriate long-term condition for structured parking;*
- g) *Review off-street and on-street parking regulations to reflect evolving patterns of motor vehicle use;*
- h) *Encourage harmonizing parking facilities and shared parking for adjacent properties where peak demand for parking does not conflict;*
- i) *Ensure that where surface parking cannot be avoided, or parking lot retrofits are proposed, designs provide tree plantings and/or pervious surfaces that seek to reduce the volume of surface runoff to the Town’s stormwater management system;*
- j) *Encourage the incorporation of bicycle parking and/or storage within all new development and associated change and shower facilities where appropriate;*
- k) *Ensure that all parking facilities provide safe, efficient, and separate pedestrian walkways;*
- l) *Provide accessible parking in the vicinity of accessible entrances to buildings, and to ensure that accesses to buildings are barrier-free;*
- m) *Preserve the supply of on-street parking by ensuring that driveways in new developments are paired where possible;*
- n) *Within the design of new small lot freehold residential developments, the Town will ensure that an adequate supply of parking is protected on local roads through such measures as rear-lane or double fronted lot formats; and,*
- o) *Establish parking maximum standards for developments adjacent to rapid transit corridors.*



## Policies Specific to Intensification Areas

### 3.2.4.3 Parking

#### a) On-Street Parking

- i) *On-street parking is permitted on all local streets, especially those with commercial/retail uses.*
- ii) *Opportunities for on-street parking shall also be pursued with the appropriate road authority.*
- iii) *On-street parking should be well integrated within the streetscape and should not overwhelm the street. In residential areas, it should preferably only occupy one side of the street so road widths are minimized.*

#### b) Surface Parking Lots

- i) *Surface parking lots are discouraged in the intensification areas.*
- ii) *Where surface parking must be provided, the visual impact of large surface lots shall be mitigated with a combination of setbacks, significant landscaping and pavement treatments including low walls, landscape materials, trees and lighting throughout parking lots and along the edges. Parking areas should be designed with clear pedestrian routes that are defined with landscape treatment. The design of surface parking lots shall also be consistent with policy 2.5.2.1 g).*

#### c) Structured Parking

- i) *Structured parking is encouraged and should be located below grade wherever possible.*
- ii) *Opportunities for municipal parking structures will be explored further at the southwest corner of Bayly Street and Harwood Avenue, Arbour Park and off of Commercial Avenue.*
- iii) *Above grade structures shall have active uses on the ground level and should be surrounded by substantial residential or commercial frontage in the upper floors to reduce its visual impact on the public realm.*
- iv) *Landscaped 'green' roofs above parking garages are encouraged to reduce their visual impact when viewed from above and provide amenity to residents when embedded within a development block.*
- v) *Access ramps should be incorporated within the building wherever possible.*
- vi) *Barrier-free access must be provided.*
- vii) *Ventilation of below grade parking garages should be located away from pedestrian areas.*

#### d) Other Parking Policies

- i) *Sharing of parking in mixed use developments will be encouraged within the Downtown Centre, Uptown Centre, GO Transit Station Mixed Use Area, and Midtown Corridor subject to further evaluation by the Town.*



- ii) *Reduced parking standards shall apply in all intensification areas.*
- iii) *Cash-in-lieu of Parking - Cash-in-lieu of parking may be considered by the Town. In this regard, the Town may:*
- *opt to receive a cash payment in lieu of individual parking facilities; or,*
  - *exempt redevelopment from any parking or cash-in-lieu requirement.*

*Cash-in-lieu payments, where required, will be placed in a reserve fund to be expended in accordance with the provisions of the Planning Act and will be used to provide consolidated parking facilities. The minimum parking requirements noted above for various forms of development shall be the benchmark for the calculation of required parking for corresponding forms of development.*

- iv) *Parking May Be Provided Off-Site - Parking requirements for any individual building do not necessarily need to be provided on the same lot, or on a lot contiguous to the building site. Required parking for any building within the Downtown Regional Centre may be provided in a parking facility in proximity to the building, subject to approval by the Town.*

*In terms of 'proximity', determination of whether or not a parking facility is located sufficiently close will take into account such factors as intervening roads, the provision of direct pedestrian entrances to the proposed building(s) from the sidewalk, the nature of the connecting pedestrian route, and potential physical barriers. However, in no instances will a parking facility be considered if it is located further than 400 metres walking distance from the building.*

- v) *On-Street Parking May Be Credited - Adjacent on-street parking spaces provided on either the local, collector, or arterial roads within the Downtown Regional Centre may, at the discretion of the Town, be credited towards the required on-site parking facilities.*
- vi) *Public Parking Authority - The Town may investigate the establishment of a public parking authority to provide public parking lots (surface lots and/or structured parking facilities) within the Downtown Regional Centre. Should public parking be provided, the parking standards identified above may be further reduced to balance the overall supply of parking with the permitted levels of development.*

## **Policies Specific to Village Centre**

### **3.2.3.10 Village Centre**

- g) *Parking Strategy – The provision of parking within the Village Centre shall be approached in a manner which acknowledges the limitations of applying standard parking requirements to an area based on a 19th century development pattern, but also seeks to minimize the effects of this limitation. Accordingly, a variety of strategies shall be used to address parking in the Village Centre, including the following:*
- i) *Shared Parking Encouraged – Sharing of parking areas will be encouraged within the Village Centre, subject to the Town's evaluation of development proposals.*
- ii) *Access Management Strategy – Wherever possible, development applications shall be considered on a comprehensive basis in association with abutting lands, with consideration given*



*to consolidating access points, as well as shared parking, at the time of (re)development. Where implementation is not possible at the time of redevelopment, appropriate arrangements shall be made through the site plan process to accommodate future shared parking and consolidated access. These arrangements include, but are not limited to, reciprocal mutual accesses, easements, and/or agreements implemented through the site plan review process. This access management strategy to consolidate driveways and access aisles, and create additional curb space for on-street parking, shall not only be implemented through (re)development proposals, but actively encouraged in order to improve existing conditions.*

- iii) *On-Street and Structured Parking Encouraged – On-street parking shall be considered on Elizabeth Street and all local roads in the Village Centre west of Church Street. Parking in structures should be located below grade wherever possible. The street face of any above-grade parking garages should be faced with active uses. Vehicular entrances to below grade or structured parking and service areas should occur within the building.*

*Should the Town acquire jurisdiction of Church Street South, the provision of formalized on-street parking on Church Street South shall be investigated, through parallel parking stalls along the edge of the paved road allowance or the construction of dedicated parking lay-bys. Consideration of on-street parking arrangements shall take into account the role and function of Church Street South, including future traffic volumes, transit services, and access scenarios.*

- iv) *Area-specific Parking Standards – Through the Zoning By-law, area specific parking standards for the Village Centre shall be implemented, in recognition of the area’s historical origins and the planned function of Kingston Road as a primary transit corridor.*
- v) *Parking May Be Provided Off-Site – On-site parking will not be a prerequisite for development within the Village Centre designation if the Town is satisfied that adequate off-street parking can be provided in proximity of the site. ‘Proximity’ shall be based on such factors as intervening roads, the provision of direct pedestrian entrances to the proposed building(s) from the sidewalk, the nature of connecting pedestrian routes, and other barriers to convenient pedestrian movement.*
- vi) *On-Street Parking May Be Credited – Adjacent on-street parking spaces provided on either the local, collector, or arterial roads within the Village Centre may, at the discretion of the Town, be credited towards the required on-site parking facilities.*
- vii) *Signage – Where appropriate, wayfinding signage shall be implemented to direct motorists to areas of available parking.*
- viii) *Public Parking Authority – The Town may investigate the establishment of a public parking authority to provide public parking lots (surface lots and/or structured parking facilities) within the Village Centre.*

Appropriate strategies shall be considered as (re)development applications are evaluated. To assist in this regard, the Town may require a proponent to submit a detailed parking demand analysis undertaken by a qualified professional.



## 3.2 Transportation Master Plan

Parking policy direction in the Transportation Master Plan focuses primarily on strategies for the Downtown and Uptown areas.

### Downtown Area

#### 6.2.3 Road Strategies

*As development proceeds, central public parking is a key tool to consider as it permits greater intensification and allows the Town more control over parking supply and rates, which in turn affects modal split. On-street parking also will be considered as it has the same benefits as central public parking. Consideration will be given to on-street parking in the design of minor streets. Re-visioning the Downtown parking supply to reclaim excess spaces for more productive land uses and to provide centralized parking and on-street parking are parking strategies that can help to create a more vibrant Downtown.*

### Uptown Area

#### 6.3.3 Road Strategies

*New roads would be constructed through existing parking lots of the big box retail areas in order to create a grid pattern that would foster intensification of land use and to provide better transportation linkages for vehicles, pedestrians and bicyclists through this district. As reported in Section 2.6, underutilized parking lots offer an opportunity for redevelopment and intensification of land uses.*



## 4 PARKING IN THE DOWNTOWN AND UPTOWN

As noted in the Official Plan and Transportation Master Plan, the Downtown and Uptown areas of the Town have the most opportunity for the beneficial application of parking management strategies given their strategic locations within the Town and the desire to change land use and urban form in these precincts. Both areas current provide a relatively large supply of surface parking, which has the potential to be developed for other uses.

### 4.1 Current Utilization

Parking utilization studies were conducted in the Downtown and Uptown areas as part of the 2013 Transportation Master Plan Study Update.

The Downtown area study was undertaken on Thursday, August 16, 2012, from 1:00 PM to 3:00 PM at one hour intervals. The parking supply in the Downtown area was counted at commercial plazas and other lots open to the general public. Parking was not counted at institutions, private residences or schools. Based on the utilization survey, there is ample parking supply within the Downtown, with an observed average utilization of 43%.

The Uptown area study was undertaken on Saturday, August 18, 2012, from 12:30 PM to 2:30 PM, also at one hour intervals. The parking lots studied all serve commercial developments. On the day of the survey, some sections of the lots were completely vacant. Based on the utilization survey, there is ample supply in the Uptown study area. Although demand varies by location within the Uptown area, the average utilization observed was 41%.

### 4.2 Potential Opportunities

Both surveys illustrated that the existing supply is not overly used and has the potential to accommodate higher intensity of land use, provided parking management strategies are appropriately applied. Strategies with the most potential would likely be Paid Parking and Shared Parking. Other measures that may have some applicability include:

- Parking Regulations
- More Accurate and Flexible Standards
- Parking Maximums
- Improve Enforcement and Control
- Facility Design and Operation

