

FINAL REPORT

PREPARED FOR CITY OF KELOWNA

DOWNTOWN AREA PARKING PLAN

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URBAN
systems

Executive Summary

The City of Kelowna has embarked on the process of developing a downtown parking management strategy to plan for current, emerging, and future conditions.

The Downtown Area Parking Plan is part of a city-wide Parking Management Strategy which includes council endorsed guiding principles for parking management. These guiding principles have been used as the basis of developing the Downtown Area Parking Plan. The key objectives of the Downtown Area Parking Plan are as follows:

- ▶ Review the existing parking conditions and policies/practices in the downtown area, both on-street parking and City of Kelowna controlled off-street parking lots/parkades;
- ▶ Estimate future parking demands and supply based on planned land use changes, new development, etc.
- ▶ Identify parking related issues and challenges that may include effectiveness of the existing regulations, supply, impacts to residential areas, and bylaw violations;
- ▶ Review available capital plans and financial projections for on and off-street parking equipment, operations, facilities, and revenue in the downtown area;
- ▶ Undertake a stakeholder and public engagement process to support the development and implementation of the strategy.
- ▶ Recommend a comprehensive parking management strategy for the Downtown Area considering both immediate needs and future infrastructure investments;

Existing Parking Utilization

The on-street parking near the lake tend to be well utilized with occupancies exceeding 85 percent, typically including Water Street, Ellis Street, Bernard Avenue, and Lawrence Avenue. However, other near by streets usually have some capacity. Utilization of on-street parking tends to be higher in the afternoon than morning. In the evening (no parking fees or time restrictions) the on-street parking is extremely well utilized in the core near restaurants and bars with most streets having occupancies exceeding 85 percent.

The parkade (Library Plaza, Memorial and Chapman) utilization tends to be highest around mid-day they often reach their effective capacity on weekdays. With the Library Plaza parkade expansion and the new Memorial Parkade, waitlists for City owned facilities have been significantly reduced. Monthly parking permits are available immediately for many privately-operated parking lots.

The off-street parking lot utilization is typically highest in the afternoon. While some lots (and parkades) typically have occupancies exceeding 85 percent, other lots tend to have spare capacity.

Public and Stakeholder Feedback

Public and stakeholder engagement was used to understand the challenges and opportunities pertaining to parking for residents, employees and visitors to the Downtown area. Input received during the public and stakeholder engagement initiatives was used to help inform and refine the parking recommendations.

The primary engagement was held in late 2017 to gain a better understanding of the public's and stakeholders' perspectives. Secondary engagement was completed in late 2018 share draft recommendations and gather additional feedback on some of the proposed recommendations. A stakeholder meeting was held in April 2019 to share the results from the secondary engagement and the proposed recommendations.

Problem Definition

Based on the observed existing conditions and public and stakeholder feedback a problem definition was developed to help guide the development of recommendations.

- ▶ Public perceptions of short-term parking are not aligned with reality
- ▶ Changing technology and demographics is making future parking demand uncertain
- ▶ High cost and potential risk to City for to provide additional off-street parking when future need is uncertain
- ▶ Parking rates do not encourage use of alternative transportation
- ▶ Under utilized private parking spaces at peak times

Financial review

The City of Kelowna maintains a parking reserve fund for the extension, renewal or provision of new parking facilities. Based on the forecast contributions and appropriations the parking reserve fund will maintain a positive balance and is able to support land purchase and construction of an additional parkade plus the purchase of additional (strata) stalls within a downtown development.

Big Ideas

In addition to reviewing and optimizing the current parking regulations in terms of rates, time restrictions and locations the development of the strategy has considered and explored bigger ideas that may have a substantial long-term impact. The five big ideas which were explored are:

- ▶ Variable rates,
- ▶ Expanded private off-street parking,
- ▶ Flexible monthly pass program,
- ▶ Leverage technology, and
- ▶ Support alternative transportation.

Variable Rates

Variable rate parking can be used to target 85 percent occupancy rate through annual rate adjustments based on time of day (daytime and evening), season, and location. Evening paid parking can be introduced in locations with high evening occupancies.

The recommended components of variable rates are:

- a. Create on-street rate/time zones to define areas by demand and work toward a target (on-street) occupancy level of 85 per cent.
- b. Parking occupancy levels will be reviewed annually and, if required, zone boundaries could be adjusted and/or rates increased on blocks where occupancy exceeds 85 per cent and decreased on blocks where occupancy levels are less than 60 per cent.
- c. Increase rate gap between on-street and off-street
- d. Offer a third hour of on-street parking at double the price of hours one and two, replacing a ticket for an overtime parking violation (\$30) with a fee for parking (\$3.50).

- e. Modify pay parking hours for on- and off-street parking areas to encourage a shift in demand and improve availability of on-street parking.
- f. Modify pay parking in City Park and Waterfront Park to match higher demand in the summer season and encourage use in the off-season. The net result of these changes would be a decrease of 268 annual pay parking hours.

Expanded Private Off-Street Parking

Options to mitigate the City's investment in future parking needs are being explored, as current parkade revenues are insufficient to recover construction, ongoing parkade maintenance, operations and future replacement.

The recommended components of expanded private off-street parking are:

- a. Allow property owners (residential, commercial and industrial) to rent out to others surplus/unused legal parking stalls, with appropriate restrictions in place.
- b. Continue to pursue public/private partnership opportunities for future parkades or secure parking stalls within future developments for public use. This would allow the City to maintain a role in off-street parking without the liability of owning/operating infrastructure.
- c. Continue to work toward bringing City rates up to current market prices to encourage private investment in parking.
- d. Increase rates for reserved stalls to \$150, to better reflect the true cost of providing these stalls that are only able to be used by a single customer and are in partially/fully secured areas. With the annual CPI adjustment in June, this rate would increase to \$123.22.
- e. Increase the rate for a regular random monthly parking permit to \$85 in 2019 and \$90 in 2020 to coincide with a move toward a flexible permit program discouraging daily use. With the annual CPI adjustment in June, this rate will increase to \$81.79.

Flexible Monthly Pass Program

Alternatives to the currently monthly parking pass are being considered to incentivize the reduced use of monthly parking passes in City-owned facilities.

The recommended components of the flexible monthly pass program are:

- a. Phase out monthly permits in locations other than parkades or large surface lots, through attrition, and require new customers to choose the flexible permit option.
- b. Develop and implement a system where holders of new and existing monthly permits have an incentive to not use their permits daily.
- c. Continue working toward a monthly permit price that is at least 20 times the daily rate (i.e. \$6 x 20 days = \$120), so that paying daily instead of monthly makes sense for most people.
- d. A flexible permit program, without any reduction in parking days for alternative transportation use, combined with the new recommended rates would result in a monthly average of \$81.29. This is a \$.50 per month reduction for the average user when weekends, statutory holidays and vacation days are taken into account.

Leverage Technology to Enhance the User Parking Experience

Technological innovations provide many opportunities to enhance the parking experience for users through more flexible payment options and enhanced information to help users easily locate the most appropriate parking for their needs.

The recommendations associated with leveraging technology include:

- a. Ensure information that people need is readily accessible to allow customers to choose between convenience versus price.
- b. Continue to enhance real-time parking availability information, both online and at street level.
- c. Ensure that payment systems (including meter and pay stations) can facilitate variable rates.
- d. Work with system providers to offer payment options for smaller time periods (currently all credit card payments, including PayByPhone, are limited to one-hour increments to cover processing costs). As parking rates change the appropriateness of a one-hour increment should be reviewed with consideration of a minimum payment amount instead.
- e. Promote use of mobile technology to reduce the need to purchase equipment in the future (when equipment reaches end of life, install one pay station per block instead of two).
- f. Leverage an app/website for residents to record visitor license plates as an alternative to displaying physical passes.
- g. Replace Resident Permit System with a plate-based system that allows for online renewals.
- h. Support City-wide expansion in the number of Electric Vehicle Charging Stations.
- i. Provide options for businesses to reimburse customer parking.
- j. Improve wayfinding information.

Support Alternative Transportation

Supporting alternative transportation ensures residents and visitors have viable alternatives to using a private vehicle and parking for some trips.

The recommendations associated with supporting alternative transportation include:

- a. Provide an annual budget, funded from parking reserves, to purchase land for loading and charging areas to support ride share, car share, electric cars and self-driving vehicles.
- b. Increase the minimum differential between parking and transit rates from 10 to 15 percent.
- c. Update Traffic Bylaw to better address car share vehicle parking.
- d. Update the Eco-Pass Parking Permit Policy include both classic and one-way car share vehicles as authorized to obtain renewable Eco-Pass Parking Permits.

Other Recommendations

In addition to the recommendations associated with the Big Ideas a number of other areas for refinement of downtown parking were identified, including:

- ▶ Update Payment in Lieu of Parking Bylaw
- ▶ Remove parking covenant option from Zoning Bylaw
- ▶ Implement blanket on-street parking restriction in urban centres
- ▶ Adjust time restrictions

Summary

The results of the data collection, discussions with City staff, and feedback from the open houses and surveys confirmed there are opportunities to better manage the current parking supply while also optimizing the parking system to better meet future parking needs. A variety of recommendations to optimize the downtown parking system in accordance with the problem definition and guiding principles for parking management have been developed. While some of the recommendations are for immediate implementation others will occur over the medium to long-term as resources become available and opportunities arise.

Next Steps

The recommended next steps are as follows:

- ▶ Implement recommendations over the short to long term; and
- ▶ On-going monitoring of on-street parking with annual adjustments of the variable rates and zones.

Figure 6-1: Recommended 2019 On-Street Parking Zones and Rates

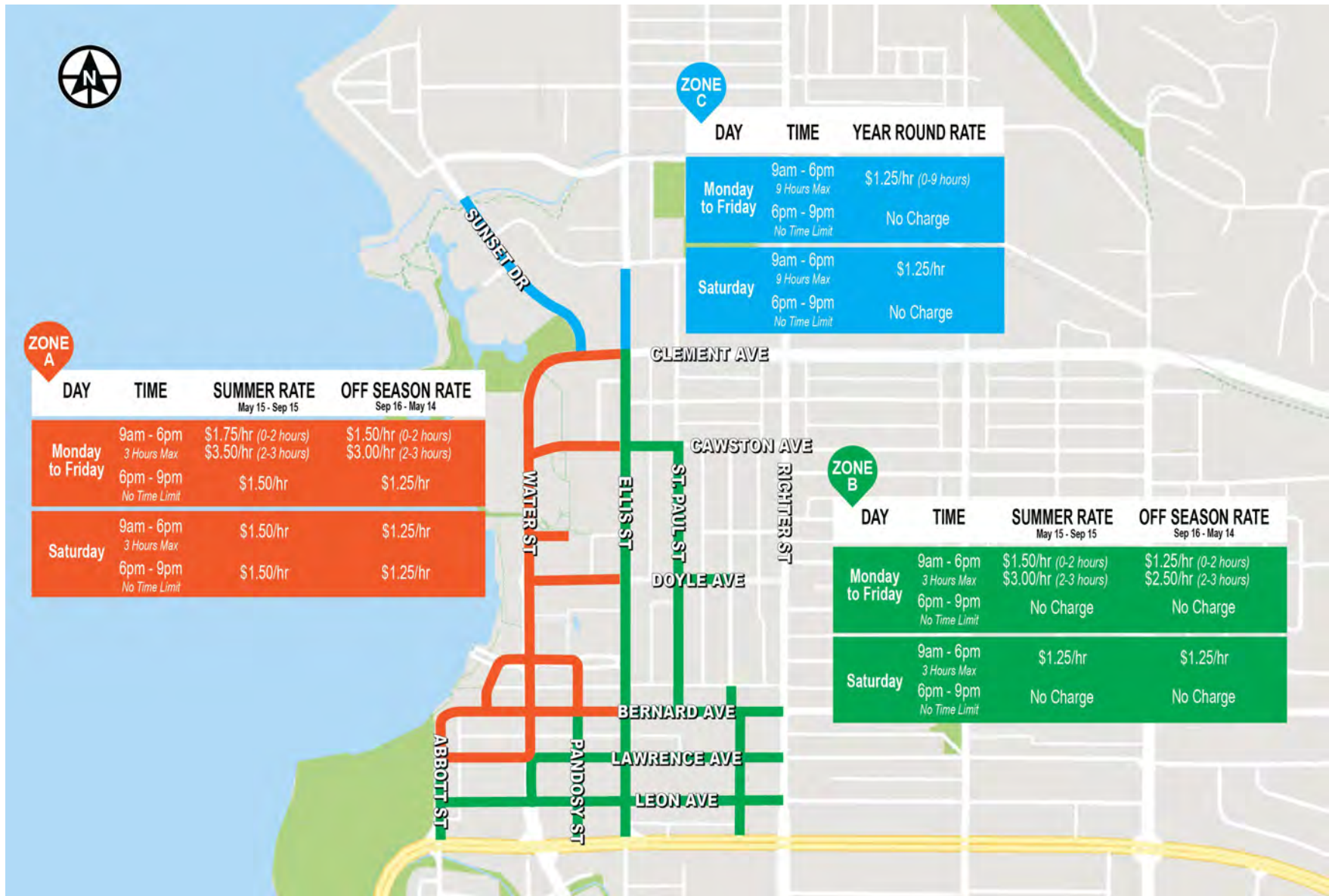
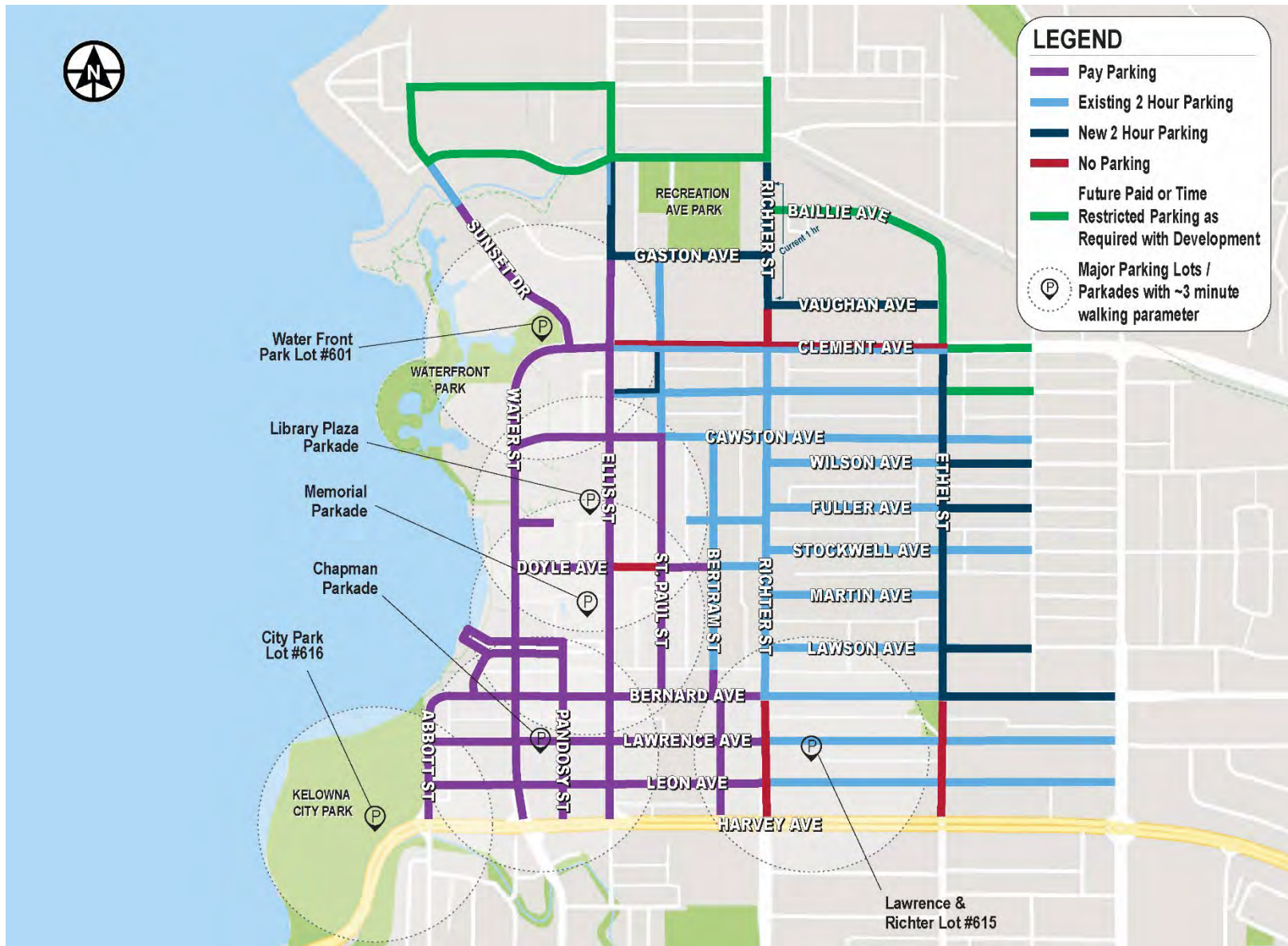


Figure 7-1: Proposed On-Street Parking Restrictions



APPENDIX A

Parking Data

Last updated by ibanga on February 13, 2019 at 11:35 AM. Last exported by ibanga on February 13, 2019 11:35 AM. Last printed by ibanga on December 11, 2018 2:52 PM.



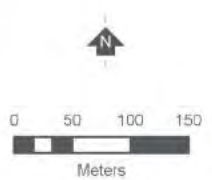
Downtown Parking Study

January 2019
Parking Occupancy
Afternoon (12PM - 2PM)



Data Sources:
- Data provided by
City of Kelowna
Urban Systems Ltd.

Coordinate System:
NAD 1983 UTM Zone 11N



Scale: 1:6,500
(When plotted at 11"x17")

The accuracy & completeness of information shown on this drawing is not guaranteed. It will be the responsibility of the user of the information shown on this drawing to locate & establish the precise location of all existing information whether shown or not.



Project #: 0467.0474.03
Author: BB
Checked:
Status: **Draft**
Revision: A
Date: 2019 / 2 / 13



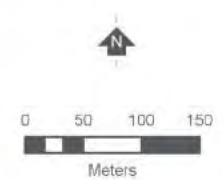
Downtown Parking Study

January 2019
Parking Occupancy
Evening (6PM – 8PM)



Data Sources:
- Data provided by City of Kelowna
Urban Systems Ltd.

Coordinate System:
NAD 1983 UTM Zone 11N



Scale: 1:6,500
(When plotted at 11"x17")

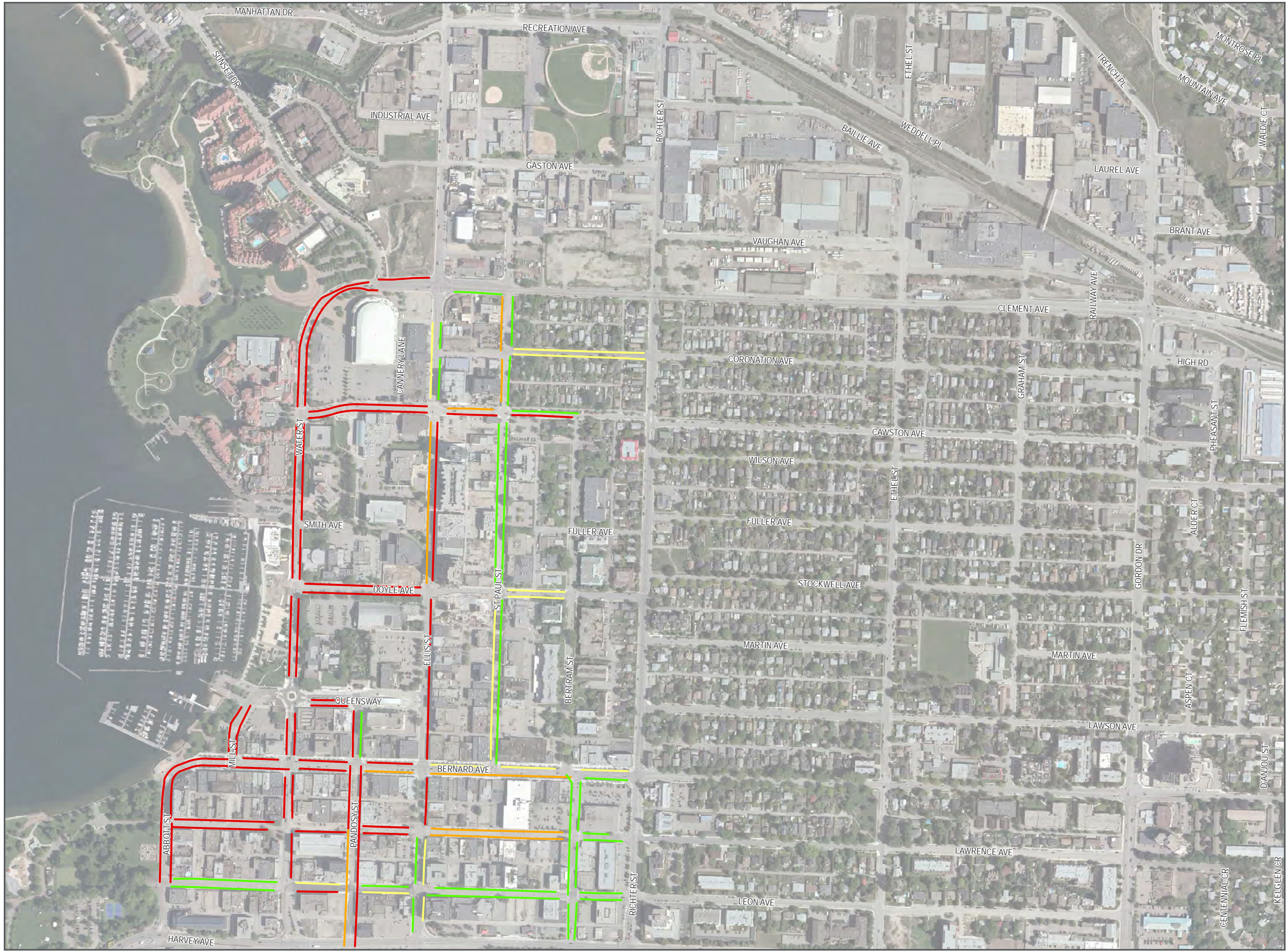
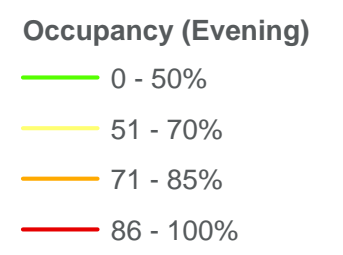
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Project #: 0467.0474.03
Author: BB
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Status: Draft
Revision: A
Date: 2019 / 2 / 13



City of Kelowna
 Downtown Parking Study June 2018
 Parking Occupancy - 6 PM to 8 PM



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Coordinate System: NAD 1983 UTM Zone 11N
 Scale: 1:3,000 (When plotted at 22"x34")

Data Sources:
 Data provided by -
 - City of Kelowna
 - Urban Systems Ltd
 - Esri Basemaps

Project #:	0467.0474.01	URBAN systems
Author:	BB	
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Revision:	A	
Date:	2018 / 8 / 3	FIGURE 01

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City of Kelowna
 Downtown Parking Study June 2018
Parking Occupancy - 1 PM to 3 PM

- Occupancy (Afternoon)**
- 0 - 50%
 - 51 - 70%
 - 71 - 85%
 - 86 - 100%



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