

**Date:** 2020-04-30

**Subject:** **Information Report – Brampton Parking Plan – Phase 1**

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**Report Number:** Planning, Bld & Ec Dev-2022-507

**Recommendations:**

1. **THAT** the report titled “**Information Report – Brampton Parking Plan – Phase 1**”, to the Committee of Council meeting of May 25 2022, be received;
2. **THAT** Staff be directed to obtain resident and stakeholder feedback on the proposed Citywide parking policy framework, and report back on the outcome of the public engagement;
3. **THAT** the City Clerk be directed to forward a copy of this report to the Region of Peel.

**Overview:**

- In December 2019, City Council directed staff to undertake a comprehensive Citywide parking plan to identify potential actions, programs and strategies beyond the comprehensive Zoning By-law to address on-street and off-street parking.
- The City retained IBI Group in March 2021 to undertake the Brampton Parking Plan that includes on-street and off-street parking of automobiles and trucks. The Brampton 2040 Vision and the 2018-2022 Term of Council Priorities set the direction for the Parking Plan.

- **Based on analysis of Downtown parking survey data, parking utilization has declined 15% between 2009 and 2019. In 2019, overall parking utilization was 58%, whereas 85%-90% is regarded as optimal utilization. However, the Brampton GO parking lot and some on-street segments had higher than 85% utilization.**
- **Based on best practices review of comparator municipalities, Brampton's parking prices are significantly lower. On-street parking permits are commonly available in these municipalities, and removal of parking minimums and implementing parking maximums have been implemented.**
- **Public and stakeholder engagement for the Parking Plan commenced virtually in January 2022. Additionally, three focus group meetings were held for various stakeholders. Citywide online parking surveys were also conducted.**
- **At these sessions and surveys, residents identified the need for improved transit, and generally expressed support for removing minimum parking requirements, adopting parking maximums, implementing on-street parking permit system, improving parking enforcement, as well as to increase the amount of off-street truck parking that shippers and receivers are required to provide.**
- **As part of Phase 1 of the Parking Plan, IBI has proposed distinct policies for Intensification Areas and the rest of the City. Intensification Areas are proposed to include Downtown, Central Area, Hurontario Corridor, Major Transit Station Areas as per the draft Region of Peel Official Plan, as well as Urban Centres, Town Centres, and Boulevards as per the draft Brampton Plan.**
- **Key policies proposed for Intensification Areas include reducing or rescinding parking minimums, setting parking maximums, redevelopment of surface parking areas, prioritizing curbside uses other than parking, increasing Electric Vehicle (EV) charging station supply, implementing car share services, improving transit and micromobility services, and supporting a hybrid telecommuting business model.**
- **Key policies proposed for the rest of the City include setting tailored parking minimums as the City continues to improve alternative modes of transportation, setting parking maximums, developing a point-based Transportation Demand Management (TDM) checklist, improving public transit and micromobility, and implementing a residential parking permit program.**

- **Recommended short- and medium-term truck parking strategies include shared use of commuter parking lots, off-peak use of large venues, truck parking permits in industrial and commercial areas, and implementation of truck parking availability systems.**
- **Staff is proposing to present the draft parking policy recommendations at a public engagement session to gather input. A recommendation report addressing the results of the public engagement will be presented to Committee of Council in the summer.**

**Background:**

In December 2019, City Council directed staff to undertake a comprehensive Citywide parking plan to identify potential actions, programs and strategies beyond the comprehensive Zoning By-law (ZBL) to address on-street and off-street parking. The City retained IBI Group in March 2021 to undertake the Brampton Parking Plan that includes on-street and off-street parking of automobiles, bikes and trucks.

The Brampton 2040 Vision and the 2018-2022 Term of Council Priorities set the direction for the Parking Plan. The first phase of the Plan that is addressed in this Phase 1 Report identifies links between parking issues and the broader economic, social and environmental goals and develops a vision, guiding principles and policy framework for the City of Brampton (see Appendix 1).

Phase 2 will analyse options and recommend a business and financial model for parking rules, pricing, shared parking, operations and enforcement, as well as identify key performance indicators.

**Objectives**

The objectives of the Parking Plan are to:

- Develop a vision and guiding principles that is consistent with the 2040 Vision, 2018-2022 TOCPs, Growth Plan, RTP, and City department objectives, and addresses public and stakeholder input;
- Develop a forward-thinking Citywide parking policy framework that is consistent with the above and tailored to specific areas of the City that are identified in terms of land use context, multi-modal transportation investments, opportunities for mode shift etc. (such as the Downtown, rest of the Central Area, Uptown, intensification corridors, Major Transit Station Areas (MTSAs), other nodes, Civic Hospital etc.), and may require special attention and specific recommendations with respect to parking;
- Review the first draft of the Comprehensive Zoning By-law (ZBL) with respect to parking standards, which was completed as part of the current Comprehensive ZBL Review, to address the new parking policy framework;

- Assess the existing system of parking operations and enforcement, including the initiatives undertaken based on the recommendations of the 2009 Downtown Parking Strategy and identify needed changes to guide the management of the City's on-street and off-street parking assets;
- Develop a future direction for the City's parking revenue vs. service goals, considering impact on municipal parking operations, future capital budgets etc.
- Identify and evaluate options and recommend an appropriate business and financial model for parking operations and enforcement;
- Develop a strategy to implement the recommendations;
- Outline performance metrics and targets, as well as reporting mechanisms; and,
- Educate and engage the public and stakeholders about the evolving role of parking, cost of parking, minimum parking requirements etc. and linkages to other issues, through an innovative engagement program.

### Public and Stakeholder Engagement

Public and stakeholder engagement commenced virtually with a session on January 13, 2022 to gather public perception of parking issues and concerns. This was supplemented with a citywide parking survey and a trucking survey conducted online. Three focus group meetings were also held virtually including the development industry, institutional and not-for-profit groups as well as trucking, industrial and commercial stakeholders. A presentation was also made at the Ward 3 and 4 Town Hall on January 25, 2022.

In an effort to ensure broad and diverse participation, the public engagement was promoted through various means including:

- City of Brampton Webpage
- Media Release
- Social Media
- Brampton Guardian, and Canadian Punjabi Post;
- Des Perdis Radio AM 530 (Punjabi, Hindi)
- Presentations at public engagement (virtual) events and,
- Email outreach to more than 1,000 individuals and groups

Approximately 70 participants attended Public Engagement Session #1. Participation at each of the Focus Group sessions ranged between 17 and 22 participants. A summary of the public and stakeholder engagement is provided in Appendix 2.

### Key Messages Heard

- 1 Residents suggested to implement an on-street parking permit system, as some neighbourhoods experience off-street and/or driveway parking capacity constraints, especially where the average number of persons per house is relatively high.

- 2 Support for improved parking enforcement arising from a concern at the amount of illegal on-street and lawn parking, and the parking of personal and delivery vehicles in bicycle lanes.
- 3 Need for truck parking, arising from a concern that truck parking spills into residential areas, and that there is conflict between delivery trucks and bike lane users at curbside.
- 4 Support for removing minimum parking requirements or adopting maximum parking requirements along intensification corridors. Attendees identified the impact of parking requirements on deeply affordable and transitional housing.
- 5 Lack of safe and secure micromobility parking (bicycles, e-bikes etc.), especially in Downtown Brampton.
- 6 Transit service is insufficient to meet transit demand, especially in newer neighbourhoods. Residents expressed the desire to switch to transit as their mode of travel if transit service and the availability of transit passes were improved. Increase early morning and evening service to handle shift work.
- 7 Parking is under-utilized in the Downtown parking facilities. City could raise funds by renting spaces to Downtown residents for overnight parking, and providing for carsharing.

#### Citywide Parking Survey

The Citywide Parking Survey sought to gather input on residential, business, and on-street parking as well as potential solutions to parking issues. A total of 686 respondents completed the MetroQuest Citywide Parking Survey. Approximately 20% of participants have difficulty finding parking at their residence and park on-street. Most difficulty is experienced in postal codes areas beginning with L7A and L6R.

In rating potential solutions, 36% of the participants supported a seasonal on-street parking program (i.e., outside winter) whereas 31% were unsure and 33% did not support such a program. The most popular on-street residential parking solution is to permit maximum 3-hour parking. About 56% of participants support City funding towards improving parking operations, and believe that City should raise revenue by charging for residential on-street parking.

Participants identified improved transit service, cycling infrastructure, and teleworking as factors that will encourage them to consider a shift from auto use to alternative modes of transportation. Parking apps, wayfinding signage, and electronic signage will help users find available parking.

### Truck Parking Survey

The intent of this survey was to understand the parking challenges facing truck drivers in Brampton. There were 23 respondents who completed this survey. Currently, truck drivers park at shipping and receiving facilities, in commercial plazas and/or on-street (highways and Regional roads) for short-term durations, and mostly in dedicated off-street truck parking lots, commercial plazas and shipping and receiving facilities for long-term parking.

The major issue identified was insufficient safe and secure designated short-term or long-term truck parking. The highest rated potential solution was to increase the amount of off-street truck parking that shippers and receivers are required to provide.

### **Current Situation:**

#### IBI Group Phase 1 Report:

#### Downtown - Existing Parking Conditions

##### Parking Supply and Demand Analysis

Existing parking supply and average parking utilization between 2009 and 2019 within Downtown Brampton, based on quarterly parking surveys undertaken by the City, is provided in Table 1 and illustrated in Exhibits 4.2 and 4.3 of Appendix 1. Parking utilization within Downtown has generally been declining from a peak of about 63% in 2009, whereas an 85% parking utilization is regarded as optimal (see Exhibit 4.2 of Appendix 1). Based on these survey findings, parking utilization in Downtown in 2019 was 15% lower than the utilization in 2009.

Table 1: Downtown Parking Supply and Average Utilization - 2009-2019

Parking Facility	No. of Spaces	Average Utilization
Public on-street parking	258	41%
Public off-street parking	1,802	60%
Private off-street parking	2,358	59%

Some street segments were more than 85% occupied but adjacent street segments had capacity to accommodate the excess parking demand. The Brampton GO Station parking lot operated at 100% utilization, with parking demand spilling into the adjacent southeast private lot and the nearby streets (see Exhibit 4.4 of Appendix 1).

As similar parking supply data is unavailable for the rest of Brampton. The parking challenges within the rest of Brampton will be addressed through public engagement and online surveys as well as the best practices review.

### Downtown Future (2040) Parking Assessment

IBI has estimated Brampton's 2040 future parking supply and demand based on the existing conditions demand with consideration for existing parking patterns, parking demand growth due to population and employment growth, parking demand decreases due to reduced mode share of personal vehicles, COVID-related impacts, and municipal parking supply losses and gains.

Over the last two years COVID-related impacts have dramatically changed travel patterns and parking demand. IBI's analysis assumes that parking demand will rebound following the COVID pandemic, but given the uncertainty associated with post-pandemic parking operations and that many employers are adopting hybrid telecommuting models, IBI has assumed that post-COVID demand returns to 80% of pre-COVID conditions.

The estimated parking demand for Downtown Brampton in the 2040 horizon year was calculated by applying a net growth factor to the existing 2019 peak hour of demand (10:00 AM), as explained in Section 5.1 and illustrated in Exhibit 5.1 of Appendix 1.

Based on the results shown in Exhibit 5.2 of Appendix 1, IBI has concluded that:

- System-wide parking utilization is anticipated to be 63%, which is below the 85-90% effective capacity threshold;
- Municipal off-street parking is operating at 65% utilization and privately owned off-street facilities are operating at 64% utilization. The GO Transit parking lot is anticipated to continue operating at 100% capacity; and,
- On-street parking is anticipated to operate at 45% capacity, with 6 out of 29 on-street segments operating above the effective capacity threshold. There are on-street parking segments on adjacent blocks that can accommodate the excess demand.

Overall, the Downtown Brampton parking system appears to be operating below effective capacity, and no major supply challenges are anticipated.

### Best Practices Review

The best practices review examined parking policies, strategies, and practices successfully implemented in municipalities that are generally representative of Brampton's development pattern (see Section 3 of Appendix 1). The comparator municipalities include:

Edmonton	Buffalo	San Francisco
Ottawa	Cleveland	Austin
Calgary	Columbus	San Antonio
Windsor	Hartford	New Orleans
Winnipeg	Seattle	

In addition, Mississauga, Hamilton, Toronto, London and Montreal have been included in the parking price comparison.

### Parking Permits

Residential parking permits are generally approved in neighbourhoods with limited off-street parking. Visitor parking permits are temporary on-street parking permits exempting the holder from overnight parking restrictions enabling residents to host overnight guests. All of the comparator municipalities offer residential permit program while Brampton does not. Several of them as well as Brampton offer visitor parking permits (see Appendix 1, Exhibit 3-4). In Brampton, parking considerations are available up to fourteen days per year per license plate.

### Electric Vehicle Charging Stations

While electric vehicles (EV) do not reduce parking demand, they support broader sustainability goals and improve air quality by managing pollutant emissions. Many municipalities provide EV charging stations in off-street parking facilities. The City of Brampton currently has EV charging stations at 14 locations throughout the City.

In addition to public charging stations, some municipalities require private developments to provide EV infrastructure as part of the development application process. For example, the City of Toronto Green Standards require that 20% of a new development's parking supply be equipped with EV charging equipment with the remaining spaces designed in a manner that allows for future EV charging equipment.

### Parking Requirements

Parking minimums are often included in zoning by-laws for various land uses. However, parking minimums can result in an excess supply of parking, which results in low parking utilization and prevents the emergence of market-based pricing. Removing parking requirements in strategic parts of a City is gaining popularity in North America, and many of the comparator municipalities have removed their minimum parking requirements on an area-specific basis, while some have removed them citywide (see Appendix 1 - Exhibit 3 5).

Removal of parking requirements is generally implemented in conjunction with strategies such as incentives for transit use and transit improvements. For example, Seattle reduces the parking requirement for a development by up to 10% if transit passes are provided to all employees and if transit service is within 800 feet of the development. The transit-in-lieu of parking arrangement can be extended to all manner



of land uses.<sup>1</sup> The approach provides flexibility to developers and property owners to decide how much, if any, parking to provide.

Similarly, parking maximums can be applied on an area-specific or city-wide basis, which limits the total amount of parking that can be supplied per land use. While parking maximums are not as common as the removal of parking minimums, they can be a useful tool for limiting parking in areas where it conflicts with other land uses and/or sustainability goals.

### Truck Parking

Best practices with respect to truck parking include sharing park-and-ride or carpool lots, designated on-street or off-street parking within industrial areas, use of brownfield sites, off-peak use of parking lots of large venues, additional parking as part of weigh stations, truck parking availability system, public-private partnerships, logistics management.

## Recommended Parking Policy Framework

### Vision Statement

Based on the background document review, best practices assessment, parking supply and demand assessment, and public and stakeholder input, IBI has developed the following vision statement tailored to Brampton's identified needs and opportunities: To manage parking provision in a rapidly growing City through the adoption of forward thinking and innovative parking policies and strategies consistent with Brampton's planning objectives and priorities. Parking is envisioned to strike a just balance between affordability and accessibility, and support for sustainable forms of development and transportation.

### Guiding Principles

Building upon the vision statement, IBI has developed the following principles to help guide Brampton's parking decisions:

1. Manage parking provision, including accessible parking, while prioritizing and promoting alternative modes of transportation such as transit, walking, cycling, and shared economy.
2. Prepare to accommodate different types of vehicles such as micromobility vehicles and expand EV charging supply.
3. Explore opportunities to consolidate surface parking facilities into structured parking to support redevelopment and intensification, and integrate structured parking facilities into the urban fabric to complement the surrounding area's

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<sup>1</sup> Shoup, Donald. 2017. *The High Cost of Free Parking*. New York. Routledge.

character through the development approval process and public private partnerships.

4. Balance curbside access between the many user groups (parking, transit, micromobility, cycling, pick-up/drop-off, etc.).
5. Encourage innovative parking strategies that optimizes a facility's utilization and performance such as shared, off-site, and unbundled parking.
6. Establish an on-street residential parking permit program for neighbourhoods experiencing off-street parking capacity constraints or are appropriate for gentle densification through missing middle typologies.
7. Explore opportunities to increase truck parking supply and to improve truck parking wayfinding.
8. Implement practices and strategies aimed at financially sustainable parking operations where revenues are sufficient to fund expenses.
9. Strategically set parking prices at rates that are affordable, in-line with market value, and promote alternative modes of transportation and the distribution of parking to available nearby locations.

#### Policy Framework

IBI has proposed distinct policies that would apply to Intensification Areas and the rest of the City. Intensification Areas are the areas of Brampton with existing or planned higher population and employment densities. With higher densities, alternative modes of transportation are typically more accessible, and transit service is more frequent and reliable. Intensification Areas are proposed to include areas already granted parking exemptions as per By-law 45-2021 (i.e. Downtown, Central Area and the Hurontario Corridor), the primary and planned MTSA's as per the draft Region of Peel Official Plan, as well as Urban Centres, Town Centres, Primary Boulevards and Secondary Boulevards as per the draft Brampton Plan (see Illustration 1), recognizing of course, that lands within Urban Centres, MTSA's and Boulevards may also include lands subject to By-law 45-2021.

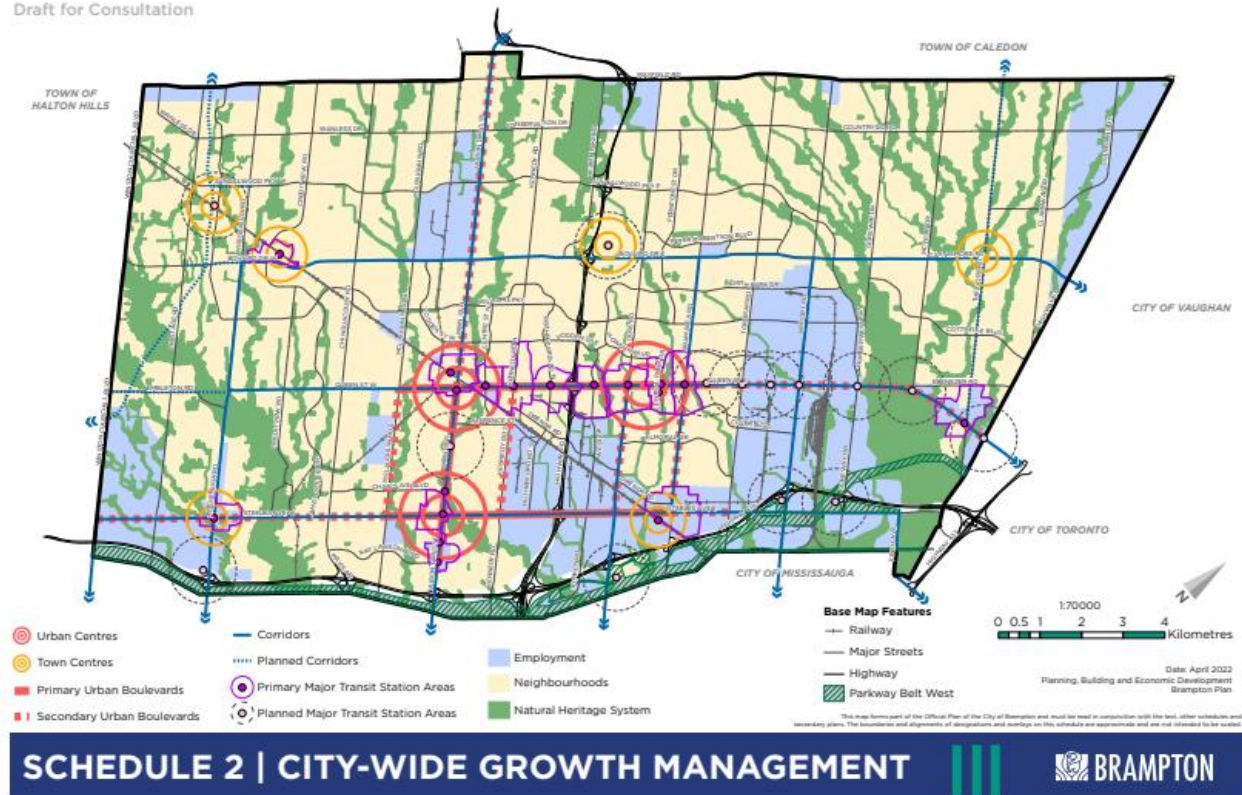


Illustration 1 – Intensification Areas including Urban Centres, Town Centres, Boulevards and MTSAs

To promote sustainable modes of transportation and to increase the efficiency of parking facilities in Intensification Areas, IBI has recommended to adopt the following policies and strategies:

#### *Intensification Areas*

- Reduce/rescind parking minimums for the rest of the Intensification Areas as was done for the Downtown, Central Area and the Hurontario Corridor through By-Law 45-2021. Rescinding parking minimums is key to facilitating affordable housing buildings or affordable units within a market rate building.
- Implement parking maximums within Intensification Areas. The exact parking maximum rates and the identification of any exempted land uses can be sorted out as part of the comprehensive ZBL update.
- Consolidate surface parking into parking structures integrated as part of the urban fabric. Design parking structures in a green and “future proofed” manner so as to be convertible for future alternative uses.
- Prepare parking facilities to accommodate new modes of transportation such as E-bikes, E-scooters, and other micromobility vehicles.

- Prioritize curbside uses other than parking, such as transit access, bicycle lanes, ridehailing zones, patios, and passenger pick-up and drop-off.
- Expand EV charging station supply in publicly accessible locations.
- Provide car share services in municipal parking facilities.
- Ensure sufficient accessible parking spaces are provided.
- Expand transit network and increase service frequency and reliability.
- Implement shared micromobility services. The success of Brampton's current e-scooter pilot program may pave the way for the adoption of more micromobility and emerging modes of transport in the future (e.g., e-bike, bike share, etc.).
- Expand bicycle lane network to provide dedicated cycling right-of-way, which will improve cyclist safety, help promote this mode of travel and reduce personal vehicle ownership.
- Support a hybrid telecommuting business model that will reduce parking demand by allowing employees to work from home.
- Consider activating the Citywide Community Improvement Plan (CIP) for Employment. The City is currently in the process of completing the Citywide CIP, which has included the ability for Council to activate a future capital grant of up to \$25,000 per parking space for projects pursuing underground parking. Note that the cost of such a program still needs to be considered by the CIP. Eligibility for the program should be determined on a case-by-case review of development applications. The financial assessment to be undertaken as part of Phase 2 would better inform any recommendation with respect to the CIP.
- Consider parking as a benefit from the upcoming Community Benefits Charges (CBCs) regime in Brampton. For areas where parking minimums are rescinded or reduced, the City may need to build and operate municipal parking facilities, and since these facilities serve the public including the new developments, their cost can be considered in the CBC contributions.
- Prohibit and enforce no trucking or warehousing in highly visible strategic areas and along primary urban boulevards.

#### *Rest of the City*

- Meet on-site parking demand through parking minimums tailored to Brampton. As Brampton continues to improve citywide access to alternative modes of transportation, citywide personal vehicle ownership and parking demand are anticipated to decrease. The ZBL parking requirements must therefore be updated periodically to accurately reflect parking demand generation rates without an oversupply of parking.
- Consider developing parking maximums tailored to Brampton. Parking maximums are more needed in Intensification Areas. However, they can be applied Citywide as well. Exemptions to parking maximums may still be needed for some zones or land

uses. A comprehensive ZBL update study is needed to set the parking maximum rates and select the land uses to be included or exempted in Brampton.

- Develop a formalized point-based TDM checklist. The checklist allows developers to reduce the ZBL parking requirement through strategies such as flexible working hours, teleworking, on-site paid parking, unbundled parking, quality-of-service measures of the nearby transit, as well as pedestrian, and cycling networks.
- Balance parking provision with public transit and micromobility improvements.
- Adopt residential parking permit program in neighbourhoods with parking capacity constraints.

### *Truck Parking*

Recommended short- and medium-term truck parking strategies include shared use of commuter parking lots, off-peak use of large venues, truck parking permits in industrial and commercial areas, and implementation of truck parking availability systems. Long-term strategies aim to increase truck parking opportunities through the construction of new parking facilities through new Zoning By-Law truck parking requirements, brownfield redevelopment, and new truck parking through public-private partnerships.

As informed from the City of Surrey's experience, additional initiatives that can be considered include amending the business licensing application for trucking companies to require parking identification, reducing the cost of new truck parking facilities by waiving some requirements (e.g., to partially pave the facility), and initiating a City's program to achieve economies of scale through P3s (e.g., the City manages the servicing process and share the cost).

Trucking or warehousing should be prohibited along primary urban boulevards and in highly visible and strategic areas in order to preserve the landscape and architecture and to facilitate intensification.

### **Corporate Implications:**

#### Financial Implications:

The City is currently in the process of completing the Citywide CIP, which has included the ability for Council to activate a future capital grant of up to \$25,000 per parking space for projects pursuing underground parking. The cost of such a program still needs to be considered by the CIP. The financial assessment to be undertaken as part of Phase 2 of the Parking Plan would better inform any recommendation with respect to the CIP.

IBI has recommended to consider parking as a benefit from the upcoming Community Benefits Charges (CBCs) regime in Brampton. For areas where parking minimums are rescinded or reduced, the City may need to build and operate municipal parking facilities. As these facilities serve the public including the new developments, their cost can be considered in the CBC contributions.

### Other Implications:

There are no other corporate implications identified at this time.

### **Term of Council Priorities:**

Several of the 2018-2022 TOCPs are pertinent to the Brampton Parking Plan, including Creating Complete Communities, Equalizing all Forms of Transportation, Streets for People, Unlocking Downtown and Uptown, Support Community Hub Concept, Innovative Engagement, Green Framework and Lead Environmental Innovation.

### Living the Mosaic – 2040 Vision:

This report has been prepared with full consideration of Vision #4 of the 2040 Vision, which states that Brampton will be a mosaic of safe, integrated transportation choices and new modes contributing to civic sustainability and emphasizing walking, cycling and transit. The 2040 Vision identifies the need for a comprehensive Downtown parking strategy.

### **Next Steps:**

Staff is proposing to present the draft parking policy recommendations at a public and stakeholder engagement session to gather their input. A recommendation report addressing the results of the public engagement will be presented in the summer. Further public engagement will be undertaken in the fall with respect to Phase 2 of the Parking Plan that will address a business and financial model for parking and enforcement operations, as well as a detailed implementation strategy.

### **Conclusion:**

In 2019, overall parking utilization within Downtown was 58%, resulting in significant parking space availability.

Key issues identified in the initial public engagement included support for removing minimum parking requirements or adopting maximum parking requirements along intensification corridors, need for parking permits, truck parking spaces, micromobility parking, improved transit, and improved enforcement.

IBI has recommended a parking policy framework addressing Brampton's planning and development context and tailored to Intensification Areas and the rest of the City. Within Intensification Areas, the focus is on reducing/rescinding parking minimums. Within the rest of the City, the focus is on meeting on-site parking demand through parking minimums and maximums tailored to the Brampton context and balancing parking provision with transit and micromobility improvements and TDM.

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**Attachments:**

Appendix 1 - Brampton Parking Plan – Phase 1 Report

Appendix 2 - Summary of Public and Stakeholder Engagement