



City of St. John's and St. John's Development Commission

DOWNTOWN ST. JOHN'S PARKING STUDY

2ND DRAFT REPORT

MAY, 2009



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1. STUDY BACKGROUND

1.1 Study Background and Objectives

The City of St. John's partnered with the Downtown Development Commission to undertake a comprehensive Parking Study in the Downtown Core area of the City. This study will serve as a guide in ensuring the Downtown is positioned properly, from a transportation perspective, to facilitate future growth and development in the Downtown Core.

The objective of this study is to conduct a comprehensive parking study in the Downtown Core area of the City of St. John's. The study quantifies the existing and future projected supply and demand for parking and provides a strategic management plan that will enable the City of St. John's to properly manage the transportation needs associated with the anticipated future growth in the Downtown Core over the next 15 years to 2023.

The study area established for this study is shown on Exhibit 1.1 below covering the designated Downtown St. John's area:

Exhibit 1.1 – Study Area



1.2 Existing Policy Framework

Parking in Downtown St. John's is currently managed through the application of the following policies and bylaws:

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St. John's Municipal Plan – provides the primary policy direction for land use, servicing, growth and urban design in the City. The main influence that the Municipal Plan has on the provision of Downtown parking is the establishment of the "Downtown Parking Exempt Area" that provides:

2.2.10 Parking

Downtown Parking Exempt Area

*No off-street parking shall be required in the area shown on **Map IV-2** except for developments that will involve:*

- 1. the extension of an existing building; or*
- 2. the construction of a new building in excess of a Floor Area Ratio of 3.0.*
- 3. The reasons for establishment of this Exempt Area are:*
 - a. the provision of onsite private parking would destroy the existing streetscapes and would generate more traffic than would be desirable for older portions of the Downtown;*
 - b. the provision of onsite private parking would not be a practical or feasible for most of the existing buildings in the Downtown, thereby impeding the upgrading and renovation of existing building stock;*
 - c. the development of a few conveniently-located communal or public parking facilities would be the best way in which parking could be provided within the policies of the Plan.*

This policy covers the entire Downtown study area, and as a result, it has allowed new building construction and redevelopment with a floor area ratio (FAR) of less than 3.0, and land use changes to occur in existing Downtown buildings without the provision of off-street parking. In some cases, developments have still provided their own off-street parking supply to serve tenants and users, but in other cases the off-street parking need is met by the existing parking supply in the Downtown.

Another policy of the Municipal Plan that affects the provision of Downtown parking involves Downtown Building Control. As shown on Exhibit 1.2, this policy identifies areas within the Downtown where a FAR of more than 3.0 and building height above 4 storeys are allowed. This is an important consideration in the design of new or expanded Downtown buildings since in areas where underground parking cannot be provided owing to the water table, it is financially restrictive for a developer to include structured parking in a building if limited to 4 storeys of building height.

Other Municipal Plan policies that influence the need for and supply of Downtown parking include:

1.2.7 Reduce Automobile Trips

The City shall provide a greater concentration of interrelated land use functions by:

- 2. encouraging alternatives to the car such as walking, cycling, or use of transit.*

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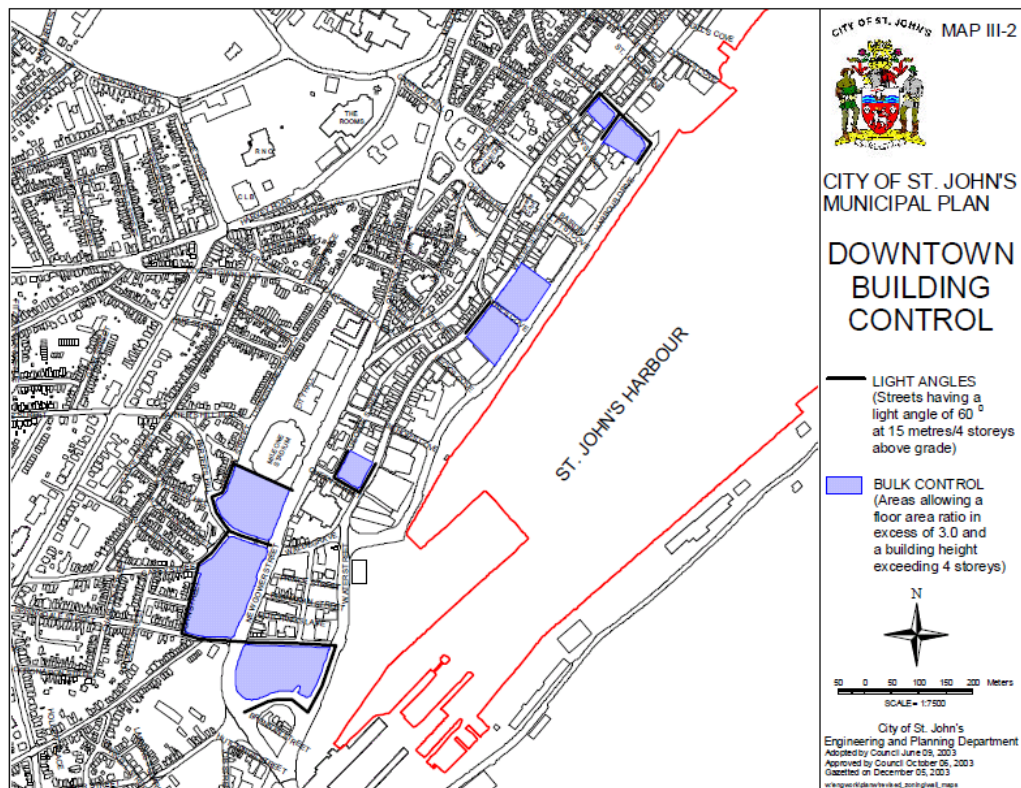
1.2.13 Parking Exempt Areas

The City may exempt all or some developments within a designated area from the requirements of the private parking standards, subject to the review and approval of a rationale for the exemption and providing a program for the development of off-street parking when required.

2.1.7 Provide Adequate Transportation Facilities

Achieve an adequate level of access, circulation and parking to maintain each of the main land use functions in the Downtown Area.

Exhibit 1.2 – Downtown Building Control



St. John's Transportation Plan 1998 - influenced the transportation elements of the Municipal Plan with recommended short medium and long term actions. A policy objective was recommended to establish modal split objectives and to apply TDM tools as a means of capitalizing on existing investments in transit. The medium and long term actions were:

- Assign preferential lane treatment for buses where appropriate as system capacity expands and /or implement transit priority measures as part of truck route improvements.
- Reintroduce park and ride program.
- Employ transit pricing policies which encourage peak hour use.
- Employ transit-friendly land use policies.

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Each of these strategic transit-supportive recommendations has the potential to impact the demand for Downtown parking by shifting some of the motorist travel and parking demand onto public transit. Conversely, the impact of dispersed development in the St. John's Region on the number, seasonal weather conditions and length of required trips to and from the Downtown on the viability of expanded transit service must also be recognized in planning for Downtown parking over the next 15 years.

Metrobus 5 year Service Plan (2007) - adopted by the St. John's Transportation Commission includes the following two specific recommendations to increase transit ridership in the City that in turn would potentially reduce the demand for parking within the Downtown:

- Authorize staff to work with the mall owners at the Village Mall and Avalon malls to construct new, expanded and more transit-friendly transit terminals at those important locations; and,
- Adopt transit-supportive land use and parking policies, and work with Metrobus staff to identify intersections and locations throughout the city where transit priority measures should be introduced to give transit vehicles priority over automobiles and to improve service reliability.

The Service Plan also recommends a transit route structure in its service area with base routes that would form a rough grid providing improved Downtown service and connections to the following major activity centres:

- Mount Pearl Square – The Village – Downtown – Miller Centre;
- Avalon Mall – Downtown
- Downtown – the University Centre
- Downtown – Torbay Mall – Coakers Meadow Plaza – Stavanger Retail Area
- Downtown – College of the North Atlantic – Marine Institute

The Plan also makes recommendations relating to control on Downtown parking supply and increasing parking pricing that would increase the attractiveness of transit. Low downtown parking prices, increased downtown parking supply, and abundant, free parking outside of the downtown promote greater auto use. The Plan recommends the following mechanisms to control parking supply and pricing.

- Parking Standards – lower the minimum parking standards for various land uses in areas served by transit. For example, if a new apartment building is to be built on a transit route, allow the developer to offer fewer parking spaces for tenants.
- Parking Charges – increase user charges for City-owned parking spaces in the downtown. At the same time, short-term parking rates should be decreased relative to the long-term all-day rates so that parking spaces are available and attractively priced for retail/service trips. Parking charges can have a direct impact on the use of public transit particularly with respect to parking in downtown areas. Parking charges should, as a minimum, equate to the cost of a one-way fare on transit (currently \$2.25) for short term (less than two hours) parking, and a return fare for all day parking.

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- **Parking Levy** - charge an annual levy or tax on all non-City owned parking spaces in the downtown area. The revenues generated from the charges and levies should be earmarked to transit.

The Commission endorsed the plan and Metrobus staff proceeded to implement the recommendations in June 2007.

St. John's Cycling Plan –includes two on-road cycling routes through the Downtown, one along Water Street/Harbour Drive and the other along New Gower Street. These routes are planned to link with a network of city-wide cycling routes that will provide an alternative method of travelling to and from the Downtown, with a corresponding impact on the demand for Downtown motorist parking depending on how much the cycling alternative is used by Downtown employees and visitors. Council approval of the Plan is expected in may 2009.

St. John's Development Regulations – provide the more detailed requirements for the amount, location and design of off-street parking in the Downtown based primarily on the size and type of land use. Regulations are provided on:

9.1 Off-Street Parking Requirements

9.1.1 General Requirements

9.1.2 Special Parking Requirements

1) *Parking Relief*

Council may relieve an applicant of all or part of the parking required under Section 9.1.1 provided that the applicant is able to show that because of the particular characteristics of the Development the actual parking requirements within the foreseeable future are expected to be lower than those required by City standards. (1995-07-28)

2) *Parking Exempt Area*

Council shall not require any parking in accordance with Section 9.1.1 for a Development with a Floor Area Ratio of 3.0 or less in this area as outlined on Map D of Section 3 – "Parking Exempt Areas". Within the Parking Exempt Area any Development which involves the extension of an existing Building, or the construction of a new Building in excess of a Floor Area Ratio of 3.0, shall provide one parking space per 90 m² of net Floor Area.

9.3 Downtown Residential Parking

9.4 Except Heritage Buildings

Furthermore, in the case of projects involving building extensions or new buildings in excess of a FAR of 3.0 (Municipal Plan Policy 2.2.10), one parking space per 90 m² of net Floor Space is all that is currently required (Development Regulation 9.1.2.2).

9.2 Parking Areas

(4) The Director of Planning or designate may exempt a Development, except an Infill Housing Development, from the requirements of Subsection 9.2.1(3) provided: (2004-04-02)

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(a) the Lot accommodating the Parking Area shall be located not more than 200 metres from the Lot on which the Use requiring the off street parking is located; and

(b) the Lot accommodating the Parking Area shall be used only for off street parking for the Use to which it is accessory, as long as the Use remains in operation or requires the Parking Area. (1998-02-05)

(5) A Parking Area and an adjoining driveway shall be paved and shall provide drainage, lighting, curbs and landscaping in accordance with requirements of Council.

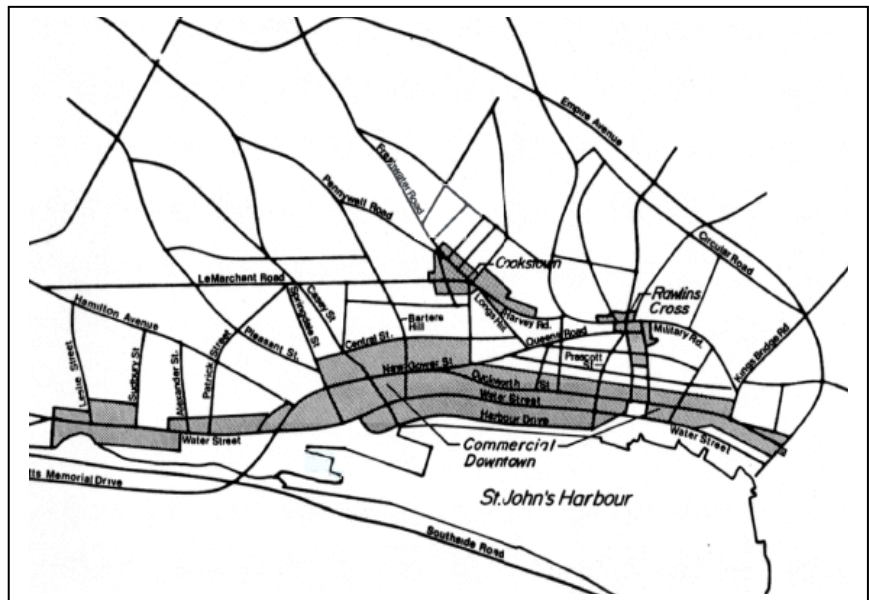
9.3 Off-Street Loading and Truck Parking Regulation

For every Building or structure hereafter erected for a Commercial or Industrial Use involving shipping, there shall be provided and maintained minimum loading facilities on land that is not part of a Street, comprised of one or more loading spaces, each 10 m long, 3.5 m wide and having a vertical clearance of at least 4.5 m, with access to a lane or a Street and in accordance with the Floor Area of the Building or structure in a manner determined by the Director of Engineering.

The highlighted Development Regulations sectioned noted above show that, as with the Municipal Plan, the Regulations provide the City with parking relief opportunities in the Downtown, parking exemption opportunities within the designated Parking Exempt Areas shown on Exhibit 1.3 and require that a parking area must be paved with drainage, lighting, curbs and landscaping (see Regulation 9.2 (5)

above). Regulation 9.3 above also requires that Commercial or Industrial Uses involving shipping must have a loading facility "on land that is not part of a Street". These are all very important regulations for whether, where and how off-street and truck loading is provided in the Downtown.

Exhibit 1.3 – Parking Exempt Areas



Commercial Vehicle Parking Bylaw No. 1350 – regulates the parking of commercial vehicles in the City including buses truck trailers, other than for temporary loading or unloading. It also does not apply to City of St. John's vehicles and those of the Police, utility companies and fire and ambulance vehicles.

On-Street Impaired Mobility Permit Parking Program – is designed to provide a parking space for residents who have mobility difficulties/disabilities and who do not have access to off-street

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parking. On-street Mobility Permit Parking Stalls are located on most of the main streets in the Downtown.

Parking Meter Regulations By-Law No. 1302 – regulates the use of parking meters to manage how on-street parking spaces are used.

Ticketing Bylaw No. 1368 – regulates the use of violation ticketing at parking meters, disabled parking spaces, for snow clearing and for street cleaning.

Street Cleaning By-Law No. 1439 – regulates the parking restriction on paved streets in St. John's for the purposes of street cleaning from 12:01 AM to 7:00 AM on streets and on days designated by the City. On-street parking is restricted during the scheduled downtown street cleaning nights, usually in late April and September. During this period, parking restrictions will be in effect on streets which are scheduled for cleaning.

Snow Removal Regulations By-Law No. 1098 – requires that abutting property owners on Downtown streets must remove snow and ice from their abutting sidewalk section. Street snow and ice is removed from Downtown streets by the City using a priority system. The main arterial streets in the Downtown, namely Harbour Drive, Water Street, Duckworth Street and New Gower Street are Priority #1 for snow and ice removal, and the connecting coves and streets are typically Priority #3. Snow removal is especially important since large accumulations of snow can reduce the available supply of on-street parking stalls until snow is removed.

Residential Parking Area By-Law No. 1440 – regulates the provision of on-street resident parking, for those without any off-street parking, in designated Residential Parking Areas abutting the Downtown through use of parking permits that must be renewed annually. Temporary visitor permits and contractor permits in these designated areas can also be purchased. The permits do not guarantee a specific parking space, but allow the permit holder to park in any on-street parking space provided per block. Providing for and regulating residential on-street parking next to the Downtown is an important parking management measure since it provides residential parking so spillover of this parking onto Downtown streets is avoided, and it ensures that non-residents do not take up residential on-street parking spaces.

1.3 Study Management

This study was conducted by IBI Group of Toronto, Ontario under the Steering Committee direction of Robin King, Transportation Engineer, City of St. John's and Scott Cluney, Executive Director of the Downtown Development Commission. The primary consultants were Don Drackley, MCIP, MITE and Brian Hollingworth, P. Eng. of IBI Group, and Dawn Boutilier of Tract Consulting Inc. in St. John's. Important study input was also provided by the staff of Metrobus Transit, the St. John's Department of Planning and the Department of Engineering.

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2. CONSULTATION

2.1 Stakeholders

During the period from September to December 2008, interviews were conducted with a cross-section of 25 Downtown stakeholders who were either contacted and agreed to, or asked to provide input to this study. In either case, the City of St. John's and the Downtown Development Corporation (DCC) helped in identifying these stakeholders for interviewing by distributing an initial study notification and request for input to its members.

This study then arranged for opportunities for stakeholder input into the project with two main activities:

1. **Stakeholder Interviews** - A series of interviews were arranged by the consultants with stakeholder individuals and groups as listed below. The interview topics were approved by the technical Steering Committee prior to scheduling the interviews; and
2. **DCC Member Mailout Survey** – The Stakeholder Interview questions noted below were mailed out by the DCC to members for response and placed on the project web site so that DCC members and anyone else interested in the project can respond.

The stakeholder interview questions were:

1. Identify the current issues and challenges facing parking in Downtown St. John's today (public and private):
 - 1.1 Existing parking supply
 - 1.2 Parking lot locations
 - 1.3 Parking lot safety
 - 1.4 Parking rates
2. What changes are occurring in the downtown that may affect the supply of parking (public and private)?
3. How is downtown parking being managed and enforced (courtesy cards, voluntary payment, cost of fines)?
4. Identify opportunities for public/private sector partnerships in the supply and management of downtown parking.
5. How to ensure that Study Recommendations are followed through.

The Downtown stakeholders who eventually participated in answering these questions are listed as follows, and their input is recorded in **Appendix A** of this report:

Tourism Group (Grand Concourse Authority, Port Authority,	Mile One Stadium	St. John's Board of Trade
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Destination St. John's		
AP Parking Garage	Martek	Quality Hotel
Cabot Parking	Lansing Properties	Maritime Realty
A. Harvey & Company	Gate Acre Ltd.	Scotia Centre – Suite 405
Fortis	Baine Johnston Properties	Templeton's (Retail, Paint & Decorating Store)
Development Professionals (Sheppard Case Architects, Ron Fougere & Assoc., Remax)	Land Owner/Developer (Paul Madden)	Altus Group
Supreme Court of Newfoundland & Labrador	Langton Green Developments	Gallery Shoes
Outfitters Sporting Goods & Apparel	Byron's Clothing for Men	Sparkes Group – Maxxim Vacations
George Street Association		

2.2 General Public

The general public of the City of St. John's were provided two methods of providing input into this study. The first was through a random on-street public attitude survey, and the second via responses to the study web-site set up by the City. A summary of input from these two sources is provided as follows.

2.2.1 RANDOM ON-STREET SURVEY

This on-street random survey was conducted during the parking utilization study conducted between September 30 and October 25, 2008. A total of 185 people in downtown St. John's were randomly surveyed on the following questions about Downtown parking.

The following summarizes the percentage responses of those surveyed based on the 185 contacts and the group of questions each responded to. Therefore the percentages are not based on 185 completed surveys, but rather on the number of responses to each group of questions. Note rounding has occurred.

1. Why did you travel to the downtown today? (choose any)

Work **(41%)**

Shopping **(32%)**

Personal Business (for example banking) **(16%)**

Food / Entertainment **(5%)**

Some Other Reason **(5%)**

2. How did you travel to the downtown today?

Car Driver **(78%)**

Car Passenger **(6%)**

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Public Transit (Go To Question # 8) **(7%)**

Walked (Go To Question # 8) **(9%)**

Cycled (Go To Question # 8) **(0%)**

3. How long do you plan to be parked in the downtown today?

Short-term <2hrs **(49%)**

Long-term 2+ hrs **(50%)**

Don't know **(1%)**

4. What type of parking space did you or the driver use today:

On-street metered parking space **(76%)**

Outside off-street parking lot **(6%)**

Inside parking garage, or **(15%)**

On a residential street in a Residential Parking Area **(3%)**

5. Do you think the time spent today finding this parking space was:

Acceptable **(57%)**

Too Long, or **(41%)**

No Opinion **(1%)**

6. Did you or will you pay for your current parking?

Yes **(82%)**

No **(18%)**

7. Do you think that the cost of parking in the downtown is:

Acceptable **(38%)**

Too High **(57%)**

Too Low **(0%)**

No Opinion **(5%)**

8. Do you think that in terms of how far you have to walk from the car today, is it:

Conveniently located for you **(65%)**

Not conveniently located **(34%)**

No Opinion **(1%)**

9. Do you feel safe where you parked?

Yes **(80%)**

No **(17%)**

No Opinion **(3%)**

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10. We'd like to know generally where you started your trip downtown today, was it in:

10.1 The City of St. John's: (69%)	10.7 Bell Island (1%)
10.1.a East End (45%)	10.8 Holyrood (1%)
10.2.b West End (14%)	10.9 Logy Bay-Middle Cove-Outer Cove (0%)
10.3.c Central (10%)	10.10 Pouch Cove (0%)
10.4.d The Goulds (0%)	10.11 Flatrock (0%)
10.2 Mount Pearl (11%)	10.12 Witless Bay (1%)
10.3 Conception Bay South (4%)	10.13 Bay Bulls (0%)
10.4 Paradise (2%)	10.14 Petty Harbour-Maddox Cove (0%)
10.5 Portugal Cove-St. Philips (0%)	10.15 Bauline (0%)
10.6 Torbay (6%)	10.16 Other (2%)

11. Age group of the person surveyed:

- Young Person (a son or daughter) **(3%)**
- Adult (a father or mother) **(91%)**
- Senior (a grandfather or grandmother) **(6%)**

12. Sex:

- Male **(45%)**
- Female **(55%)**

2.2.2 STUDY INPUT

A total of 33 public responses were received on the City's study web site from its inception to February 2009 offering comments on the Downtown parking situation in St. John's. The comments provided are **taken from public input and are not those of the study consultants**. They are summarized as follows, and have been recorded in the project file:

1. Lack of parking. 2 hour on-street meter limited should be extended to 4-6 hours
2. Cost of permit parking too high. Suggest more transit service with Park & Ride optional facilities
3. Downtown parking needs improvement, including extending 2 hour meters. Downtown parking inconvenience is compared to the excellent reputation of Downtown merchants. People will pay for accessible parking.
4. Employee parking permit at \$100/month is too much. Business deliveries can only be made in early morning. Traffic disruption has resulted from all the downtown construction projects. The solution is to limit construction traffic only between 6 PM and 6 AM. The City also need better urban planning to reduce the need for truck traffic through the Downtown.
5. This study is a waste on money. New building projects should not be approved without enough required parking;

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6. The City needs to provide a list of available employee parking options in the Downtown. Vacant Downtown property should be converted into parking lots.
7. Harbour Drive construction increased parking demand on Water Street and associated traffic delays. The City needs another parking garage, and reduce the aggressiveness of ticket enforcement.
8. Downtown parking is inconvenient and expensive. It also takes space away from pedestrian movement in the Downtown. More inexpensive parking should be provided on the edges on the Downtown so people can walk to their destinations.
9. Access to meters is inaccessible in winter, and there are not enough on-street parking meters with more than a 2 hour limit.
10. Parking is too expensive and there is not enough.
11. Minimal parking is available and should be focused only on business people. Rates are too expensive.
12. 2 hour meter limit should be extended to 4 hours.
13. Parking rates are high, especially compared to free parking elsewhere in the City.
14. Duckworth, Church Hill and other Downtown businesses should be allowed to park in the abutting Residential Parking Permit Area. Transit shuttle services from remote lots to the Downtown should be considered. Also consider one-way streets in the Downtown to provide more angle on-street parking. More media coverage is needed on the snow clearing schedules.
15. Downtown parking regulations affect Downtown residents.
16. Increase the on-street meter time to at least 4 hours.
17. Downtown parking program to date has been effective.
18. Like Duckworth/Water one-way concept with angled parking.
19. Limiting on-street parking to a maximum 2 hours is a nuisance.
20. A new parking garage is needed at the Woolworths site.
21. General lack of available parking spaces in the Downtown.
22. Downtown Parking is too expensive, there is not enough indoor parking and on-street meters should have longer allotment of time to avoid tickets.
23. Not enough monthly parking in off-street lots, and cost is too high. Parking tickets are a detriment to parking Downtown.
24. Unfair than some government works must pay for parking Downtown, and others park for free.
25. City parking permits area too expensive.

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26. The City needs to acquire land on Harbour, Water, Duckworth and New Gower to construction parking garages.
27. Unavailability of Downtown parking affects shopping and eating in the Downtown.
28. Use vacant lots and buildings to provide more parking.
29. Need more Downtown parking.
30. Parking supply and price are the issues.
31. Need more structured parking in the Downtown like provided in other cities.
32. Desperately need more indoor parking in the Downtown.
33. Need for both long term and short term off-street parking for Downtown staff. Change the City policy requiring parking lots to be paved.

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3. GUIDING PRINCIPLES

Evaluation of strategic planning alternatives for the provision and management of parking in Downtown St. John's, and the selection of preferred strategies will be influenced by the following Guiding Principles recommended by IBI Group for this study:

1. The municipal parking system in the Downtown will be planned, designed and operated in a transparent manner, and all components of the system will be easily understood and well-regarded by the public, businesses, staff and visitors to the City to the maximum extent possible.
2. In response to Municipal Plan objectives (2.1.7, 2.2.6), the City will exercise strict control in providing an adequate supply of conveniently located parking in the Downtown to support business needs.

This will be achieved by maintaining a parking supply equilibrium in the Downtown, whereby the amount of any existing parking supply lost to development in the Downtown will be replaced with new parking from a combination of new parking supplied through the development process, and/or through the provision of other new parking supply. All new parking supplied through the development process will be paid for by the development applicant.

3. Alternatives for future parking supply will be identified in advance of actual needs so as to attract and support development, and avoid potential issues with inadequate supply and/or inappropriately designed parking.
4. The City will be more responsive to the parking supply needs of the Downtown now and in the future. The City currently exempts the provision of off-street parking for development in most of the Downtown with a FAR of 3.0 or less. Furthermore, in the case of projects involving building extensions or new buildings in excess of a FAR of 3.0 (Municipal Plan Policy 2.2.10), one parking space per 90 m² of net Floor Space is all that is currently required (Development Regulation 9.1.2.2).

In order to be more responsive to the parking supply deficiencies in the Downtown, the City will require the provision of parking for all land use development **with no exemptions**. In cases where such parking cannot be physically provided on site, the City will have the option of requiring Cash-In-Lieu of Parking payment into a parking reserve fund to support the funding of communal or public parking facilities.

5. Downtown Building Control provided by the St. John's Development Regulations will continue to provide opportunities for the sensitive placement of surface, below-grade and above-grade parking facilities in the Downtown, either as stand-alone or mixed use developments.

In order to encourage the design of structures in the Downtown which include structured parking, the Bulk Control provisions of the Development Regulations will be expanded to provide additional opportunities to locate structures with a FAR of greater than 3.0 and a building height exceeding 4 storey, while at the same time preserving the prominent heritage structures and views within the Downtown.

Additional building height above the existing 4 storey limit may be approved by the City as a bonus for the provision of required on-site parking as determined by the City, subject to the protection and preservation of heritage features and prominent views in the Downtown.

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6. The City will pursue opportunities to work with private developers in the Downtown to ensure that adequate on-site parking is provided for all new developments, and that opportunities for shared parking and joint use facilities are considered based in Guiding Principles # 4 and #5.
7. The public parking system will be financially sustainable and with all costs/benefits being accounted for. This will include the application of a parking pricing and infraction cost structure that is more responsive to current conditions and costs as used in comparable municipalities.
8. Public parking will not detract from the pedestrian and heritage environments in the Downtown.
9. Green design will be pursued for all new parking facilities and to the extent possible, existing parking areas will be reconfigured to include features to improve their environmental sustainability.
10. Facilities and programs to encourage transit, walking, cycling, car sharing and ride sharing will be incorporated wherever possible in recognition of the potential for more sustainable transportation modes to reduce the demand on the parking system.
11. On-going consultation with the business community, residents and other stakeholders will ensure continual improvement of the parking system.

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4. EXISTING DOWNTOWN PARKING PROFILE

4.1 Downtown Parking Supply

A listing of the current on and off-street parking supply in Downtown St. John's that was surveyed in September and October 2008 for this study is tabulated as follows within the 14 Parking Areas located within the study area (see Exhibits 4-2A and 4-2B). Exhibit 4.1 also compares the number of stalls surveyed with the total parking supply in each Parking Area as inventoried in February 2007 by the City. The table shows that 61% of the downtown study area parking supply was surveyed for this study.

More detailed parking area and street survey profiles are provided in **Appendix B, C and D**:

Exhibit 4.1: St. John's Downtown Parking Supply Surveyed

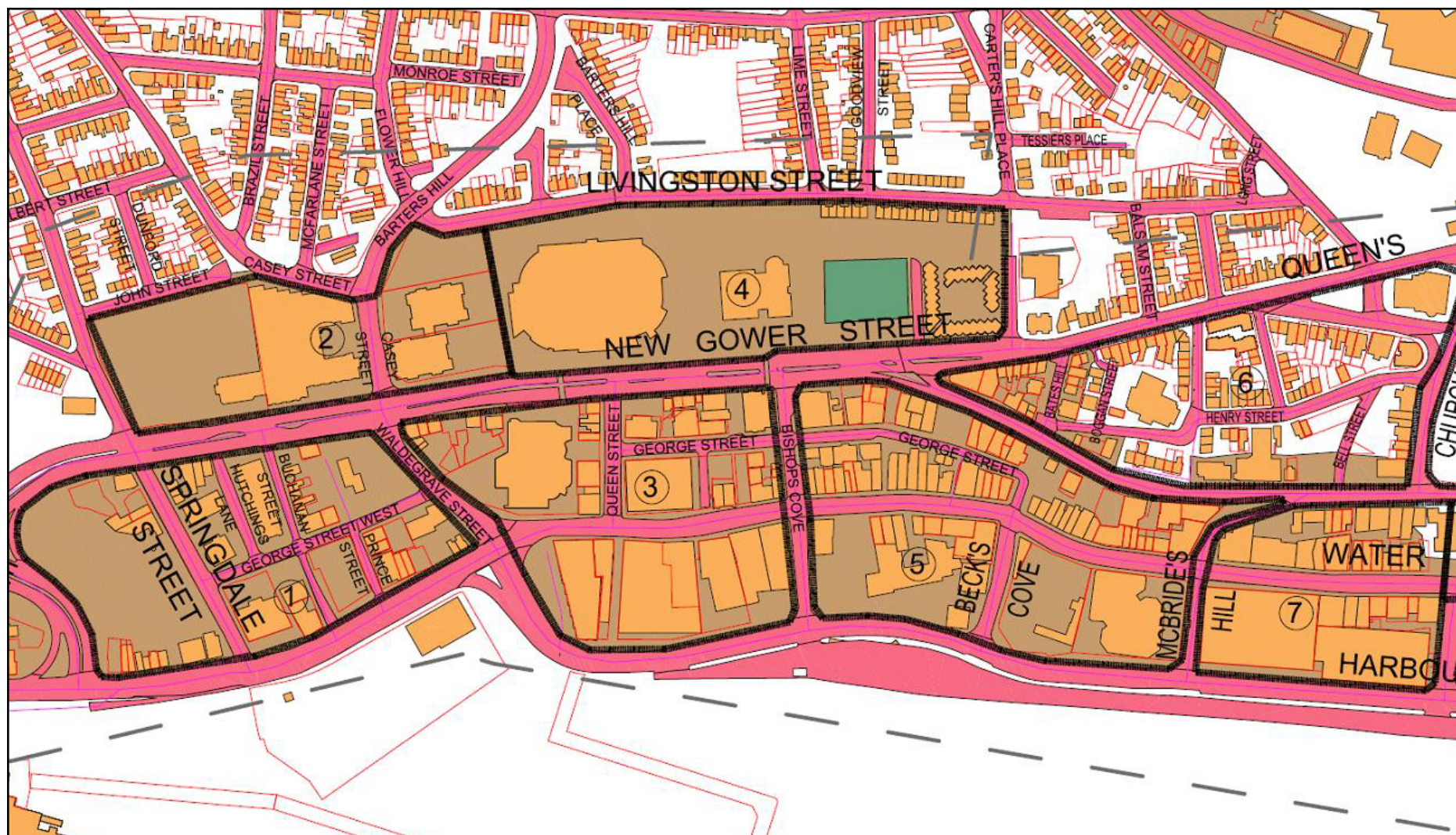
Parking Area	On-Street Stalls Surveyed		Off-Street Stalls Surveyed		Total Surveyed	Total Supply
	Meter	Permit				
1	37	0	-	0	37	249
2	0	0	Cabot Place Garage	374	374	499
3	83	0			83	
			Mile One	33	33	
			Old Woolworth's	68	68	
			Templeton R.A.	60	60	
			<i>Sub-total Area 3</i>		244	451
4	3	35	City Hall Level 1	35	73	370
5	133	0			133	
			Murray Premises	100	100	
			Bowering Building	175	175	
			Scotia Building	134	134	
			<i>Sub-total Area 5</i>		542	576
6	38	1	Bell St @ Duckworth	37	76	222
7	58	11			69	
			Atlantic Place	102	102	
			AP Garage	713	713	
			<i>Sub-total Area 7</i>		884	924
8	99	8			107	
			Fortis 3	30	30	
			Fortis 2	145	145	
			Fortis 1	130	130	

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			<i>Sub-total Area 8</i>		412	352
9	53	2	Fortis 4	31	86	130
10	74	8			82	
			Fortis 5	75	75	
			Fortis 6	25	25	
			<i>Sub-total Area 10</i>		182	334
11	38	1	-	0	39	125
12	22	8	-	0	30	98
13	63	5	Quality Hotel	130	198	240
14	20	8	Baine Johnston Insurance	233	261	1056
TOTAL	721	87		2,630	3,438	5,626

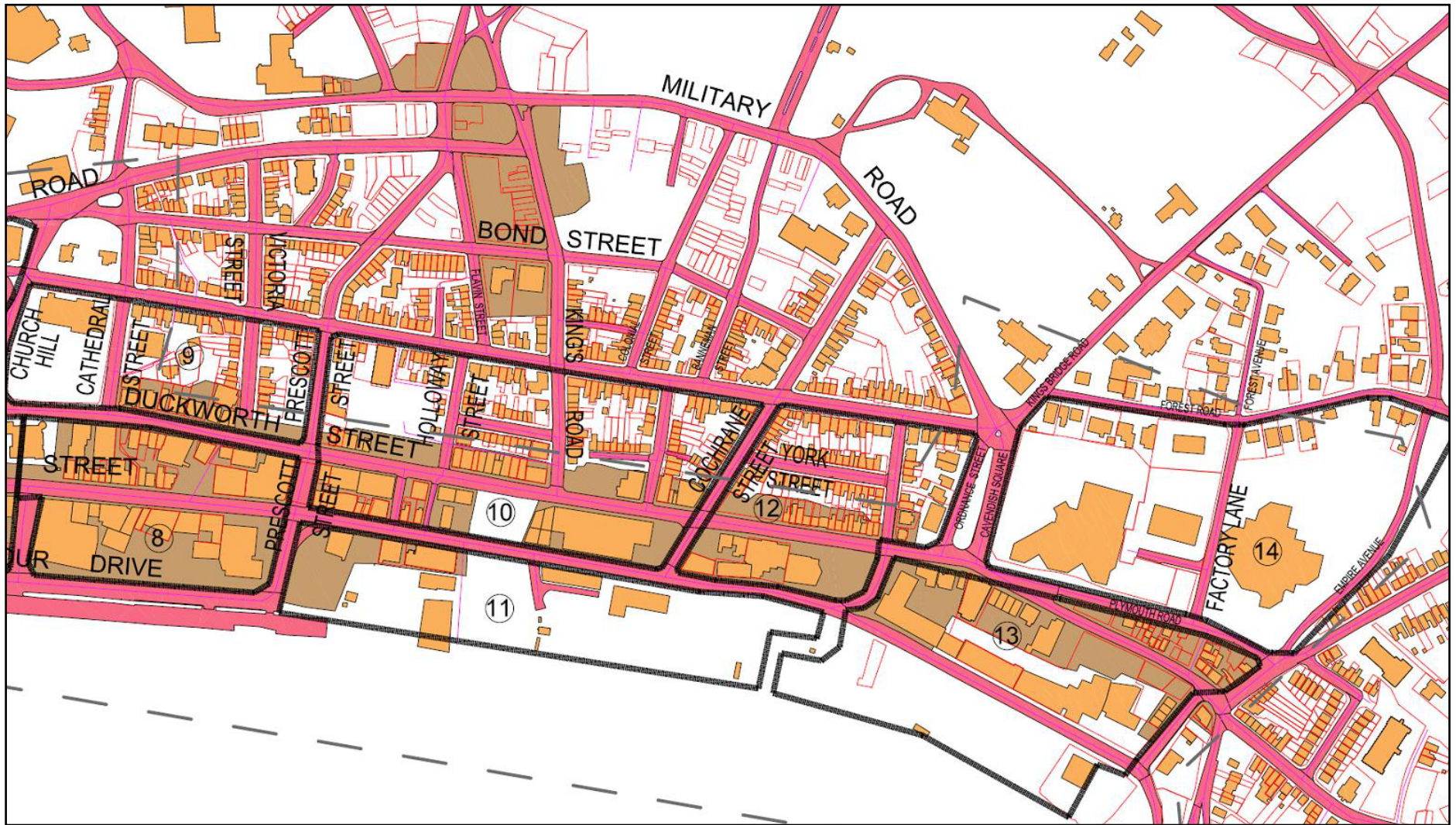
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Exhibit 4.2A: St. John's Downtown Parking Areas #1-7



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Exhibit 4.2B: St. John's Downtown Parking Areas #8-14



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A brief description of the parking supply that was surveyed within each of the Downtown Parking Areas is provided as follows:

PARKING AREA	DESCRIPTION	PARKING SUPPLY SURVEYED	
		ON-STREET	OFF-STREET
1	Parking Area 1 is a small parking area located in the western end of downtown St. John's and is bounded by Waldegrave Street to the east, Hamilton Avenue to the west, New Gower Street to the north and Water Street to the south. It is comprised primarily of commercial mixed and institutional development.	4 hour metered parking along the south side of New Gower Street; the north and south sides of George Street; the south side of Water Street; and both sides of Springdale Street. This portion of Water Street was under construction during the survey and no vehicles were counted along this street. A total of 37 on-street parking spaces were surveyed.	No off-street parking facilities/lots in Parking Area 1 were surveyed.
2	Parking Area 2 is a small parking area located in the northeast corner of Downtown St. John's and is bounded by the Mile One Centre to the east, John Street/Casey Street/Barters Hill to the north, Springdale Street to the west and New Gower Street to the south. It is comprised primarily of commercial office development including the Cabot Place office towers.	No on-street parking spaces are available in Parking Area 2.	One off-street public parking garage under the Cabot Place office tower at 100 New Gower Street on the east side of Casey Street in Parking Area 2 was surveyed with 374 parking spaces.
3	Parking Area 3 is located across from Mile One Stadium and City Hall in the western portion of Downtown St. John's and is bounded by Bishop's Cove to the east, Waldegrave Street to the west, New Gower Street to the north and Harbour Drive to the south. It is comprised primarily of commercial mixed and commercial retail development including R.A. Templeton's Ltd. and the old Woolworth's Building.	2 hour metered parking along the north and south sides of Water Street, and 4 hour metered parking along the south side of New Gower Street; the north and south sides of George Street; the west side of Steer's Cove; the east and west sides of Queen Street; and the west side of Bishop's Cove. 8 hour metered parking along the north and south sides of Harbour Drive. However, a portion of	Three off-street public parking facilities/lots in Parking Area 3 were surveyed: Mile One Centre – underground parking garage located at 368 Water Street below the arena complex with 33 parking spaces. Old Woolworth's Building – underground parking garage is located at 351 Water Street below the Old Woolworth's building with

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		Harbour Drive was under construction during the survey and no vehicles were counted along this street. A total of 83 available on-street parking spaces were counted in Parking Area 3.	68 parking spaces surveyed. Templeton RA Ltd. – surface parking lot located adjacent to the Templeton home furnishings store at 343 Water Street with 60 parking spaces surveyed.
4	Parking Area 4 is located between Livingstone Street and New Gower Street in the northwest part of Downtown St. John's, bounded by Carter's Hill Place to the east, Cabot Place to the west, Livingstone Street to the north and New Gower Street to the south. It is comprised primarily of commercial office and institutional development including the Mile One Centre and St. John's City Hall.	Three 4 hour metered parking stalls along the north side of New Gower Street, and 35 on-street permit parking stalls on the south side of Livingstone Street for a total of 38 on-street parking spaces in Parking Area 4.	One off-street public parking garage in Parking Area 4 was surveyed: City Hall Parking Garage (Level 1) – elevated parking garage is located adjacent to St. John's City Hall at 10 New Gower Street with 35 parking spaces on Level 1 available for one-hour public parking. An additional 73 permit spaces are available on Level 5 but were not surveyed. Levels 2, 3 and 4 are reserved for City Hall staff parking.
5	Parking Area 5 is located between Duckworth Street and Harbour Drive in the central area of Downtown St. John's and is bounded by McBride's Hill to the east, Bishop's Cove to the west, Duckworth Street to the north and Harbour Drive to the south. It is comprised primarily of commercial mixed and commercial retail development including Murray Premises, the Bowring Downtown Centre, Scotia office building and various shops and restaurants.	4 hour metered parking along the south side of Duckworth Street, the north and south sides of Water Street; and the east and west sides of Beck's Cove. 4 hour metered parking along the south side of New Gower Street and 8 hour metered parking along the north and south sides of Harbour Drive. There are a total of 133 on-street parking spaces in Parking Area 5 that were surveyed.	Three off-street public parking facilities/lots in Parking Area 5 were surveyed: Murray Premises – surface parking facility/lot located adjacent to the Murray Premises Hotel at 5 Beck's Cove with 100 parking spaces. Bowring Building (Downtown Centre) – underground and rooftop garage located at 277 Water Street below and above the office complex with 175 parking spaces. Scotia Building – underground parking garage located at 235

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			Water Street below the Scotia office building with 134 parking spaces
6	Parking Area 6 is located between Queen's Road and Duckworth Street in the central area of Downtown St. John's between Church Hill to the east and Queen's Road / Duckworth Street to the west. It is comprised primarily of commercial mixed, residential and residential apartment development.	2 hour metered parking along the north side of Duckworth Street. 4 hour metered parking along the west side of Bates Hill and the west side of Bell Street. Total of 38 on-street parking spaces in Parking Area 6 surveyed.	There is one off-street public parking facility/lot in Parking Area 6 that was surveyed: Bell Street – City owned surface parking lot is at Bell Street off of Duckworth Street with 37 parking spaces.
7	Parking Area 7 is centered around McBride's Hill and Water Street in the central area of downtown St. John's and is bounded by Baird's Cove to the east, McBride's Hill to the west, Duckworth Street to the north and Harbour Drive to the south. It is comprised primarily of commercial mixed and residential development including Atlantic Place and various shops and restaurants.	2 hour metered parking along the south side of Duckworth Street and the north and south sides of Water Street. 4 hour metered parking along the west side of Cliff's / Baird's Cove. 8 hour metered parking along the south side of Harbour Drive. A total of 69 on-street parking spaces in Parking Area 7.	Two off-street public parking garages in Parking Area 7 were surveyed: Atlantic Place – underground parking garage located at 215 Water Street below the Atlantic Place office complex with 102 parking spaces. AP Garage – above-ground parking garage located adjacent to the Atlantic Place office complex at 215 Water Street with 713 parking spaces.
8	Parking Area 8 is located between Duckworth Street and Harbour Drive in the central area of Downtown St. John's, bounded by Prescott Street to the east, Cliff's / Blair's Cove to the west, Duckworth Street to the north and Harbour Drive to the south. It is comprised primarily of commercial mixed, commercial office, commercial retail and institutional development including several office buildings, the Provincial Court House and various shops and restaurants.	2 hour metered parking along the south side of Duckworth Street and the north and south sides of Water Street. 4 hour metered parking along the east side of Cliff's / Blair's Cove. 8 hour metered parking along the north and south side of Harbour Drive. A total of 107 on-street parking spaces in Parking Area 8.	Three off-street public parking lots in Parking Area 8 were surveyed: Fortis 3: Water Street – surface parking lot located on the north side of Water Street near Prescott Street with 30 parking spaces. Fortis 2: Garage – This underground parking garage is located at 139 Water Street below the Fortis office building with 145 parking spaces. Fortis 1: Harbour Drive

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			– surface parking lot located on the north side of Harbour Drive near Prescott Street with 130 parking spaces.
9	Parking Area 9 is located around Church Hill, Cathedral Street and streets to the east in the central area of downtown St. John's. It is bounded by Prescott Street to the east, Church Hill to the west, New Gower Street to the north and Duckworth Street to the south. It is comprised primarily of commercial mixed, residential and institutional development including the Anglican Cathedral of St. John's The Baptist.	2 hour metered parking along the north side of Duckworth Street. 4 hour metered parking along the east side of Church Hill and the west side of Cathedral Street. Permit parking along the south side of Gower Street. A total of 55 on-street parking spaces in Parking Area 9.	One off-street public parking lot in Parking Area 9 was surveyed: Fortis 4: Prescott Street – surface parking lot located on the west side of Prescott Street near Duckworth Street with 31 parking spaces.
10	Parking Area 10 is located between Gower Street and Water Street in the eastern end of Downtown St. John's, bounded by Cochrane Street to the east, Prescott Street to the west, Gower Street to the north and Water Street to the south. It is comprised primarily of commercial mixed and residential development including some office uses and hotels.	2 hour metered parking along the north and south sides of Duckworth Street. Some sections of Duckworth Street were under construction during the survey and no vehicles were counted. There were a total of 82 on-street parking spaces in Parking Area 10.	Two off-street public lots in Parking Area 10 were surveyed: Fortis 6: Duckworth Street – surface parking lot located on the north side of Duckworth Street near Holloway Street with 25 parking spaces. Fortis 5: Prescott Street – surface parking lot located on the east side of Prescott Street near Duckworth Street with 75 parking spaces.
11	Parking Area 11 is located between Water Street and St. John's Harbour in the southeast end of downtown St. John's, bounded by Prescott Street to the west, Water Street to the north and St. John's Harbour to the south. It is comprised primarily of harbour-related shipping and storage facilities.	4 hour metered parking along the south side of Water Street, with 39 on-street parking spaces in Parking Area 11.	No off-street parking facilities/lots in Parking Area 11 were surveyed
12	Parking Area 12 is centered around Cochrane Street and Duckworth Street in the east portion of downtown St. John's, bounded by Ordinance Street / Hill O'Chips to the east, Cochrane Street to the west, Gower Street to the north and Water Street	2 hour metered parking along the north and south sides of Duckworth Street. 4 hour metered parking along the east side of Cochrane Street.	No off-street parking facilities/lots in Parking Area 12 were surveyed.

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	to the south. It is comprised primarily of commercial mixed and residential development including several hotels and restaurants.	A total of 30 on-street parking spaces in Parking Area 12	
13	Parking Area 13 is located between Duckworth Street/Plymouth Road and St. John's Harbour in the eastern end of downtown St. John's and is bounded by Temperance Street to the east, Hill O'Chips / Archibald's Cove / Water Street to the west, Plymouth Road / Duckworth Street to the north and St. John's Harbour to the south. It is comprised primarily of commercial mixed and industrial general development including shipping related uses and the Quality Hotel Harbourview.	2 hour metered parking along the south side of Duckworth Street and permit parking along and north and south sides of Water Street. A total of 68 on-street parking spaces in Parking Area 13.	One off-street public lot in Parking Area 13 was surveyed: Quality Hotel Harbourview – surface parking lot located adjacent to the Quality Hotel at 2 Hill O'Chips with 130 parking spaces.
14	Parking Area 14 is located between Forest Road and Plymouth Road in the far eastern end of Downtown St. John's between Cavendish Square and Empire Avenue. It is comprised primarily commercial office hotel development including the offices of Baine Johnston Insurance and the Fairmont Newfoundland Hotel.	4 hour metered parking along the west side of Cavendish Square, with a total of 28 on-street parking spaces in Parking Area 14.	One off-street public parking lot in Parking Area 14 was surveyed: Baine Johnston Insurance – underground and surface parking facility/lot located below and adjacent to the Baine Johnston Insurance Corp. offices at 10 Fort William Place, with 233 parking spaces.

4.2 Downtown Parking Occupancy (Utilization)

The results of the parking survey are summarized in **Appendix B, C and D** at the end of this report.

4.2.1 ON-STREET PARKING AREAS

The weekday 14-hour daily, 8-hour peak and highest peak hour on-street parking utilization rates for each Parking Area are summarized in **Exhibit 4.3**.

Exhibit 4.3: Weekday On-Street Parking Utilization Rates

Parking Area	Total Parking Spaces	Utilization Rates		
		14-Hour Daily (7 AM – 9 PM)	8-Hour Peak (9 AM – 5 PM)	Highest Peak Hour
1	37	85%	86%	130%
2	0	-	-	-

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3	83	71%	73%	110%
4	38	87%	113%	118%
5	133	70%	78%	108%
6	39	74%	79%	113%
7	69	82%	91%	104%
8	107	64%	75%	94%
9	55	67%	80%	100%
10	82	38%	41%	59%
11	39	49%	62%	79%
12	30	34%	34%	57%
13	68	20%	30%	44%
14	28	26%	36%	50%
St. John's All Areas	808	60%	69%	81%

The Saturday 11-hour daily, 5-hour peak and highest peak hour on-street parking utilization rates for Duckworth Street and Water Street are summarized in **Exhibit 4.4**.

Exhibit 4.4: Saturday On-Street Parking Utilization Rates

Street	Total Parking Spaces	Utilization Rates		
		11-Hour Daily (7 AM – 5 PM)	5-Hour Peak (10 AM – 2 PM)	Highest Peak Hour
Duckworth Street ¹	188	37%	67%	57%
Water Street ²	121	103%	177%	164%
Total	309	50%	69%	99%

1. Duckworth Street from New Gower Street to Factory Lane.

2. Water Street from Prescott to Bishop's Cove. The high utilization rate results from counting of cars parking in front of the courthouse as on-street parking.

4.2.2 OFF-STREET PARKING FACILITIES/LOTS

The weekday morning and afternoon off-street parking utilization rates for each parking facility/lot surveyed for this study are summarized in **Exhibit 4-5**.

Exhibit 4-5: Weekday Off-Street Parking Utilization Rates

Parking Lot		Total Parking Spaces	Utilization Rates	
Area	Name		Morning (9:00–11:00 AM)	Afternoon (2:30–4:30 PM)
2	Cabot Place (Underground Only)	374	65%	51%
3	Mile One Centre Garage	33	52%	64%
3	Old Woolworth's (351 Water Street)	68	90%	104%
3	Templeton RA Ltd.	60	63%	68%
4	City Hall Parking Garage (Level 1)	73	33%	53%
5	Murray Premises	100	50%	49%
5	Bowring Building (Downtown Centre)	175	71%	54%
5	Scotia Building	134	69%	57%

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6	Bell Street	37	84%	95%
7	Atlantic Place	102	69%	52%
7	AP Garage	713	52%	47%
8	Fortis 3 – Water Street	30	30%	23%
8	Fortis 2 – Garage	145	52%	51%
8	Fortis 1 – Harbour Drive	130	62%	78%
9	Fortis 4 – Prescott Street	31	45%	42%
10	Fortis 6 – Duckworth Street	25	44%	40%
10	Fortis 5 – Prescott Street	75	84%	76%
13	Quality Hotel Harbourview	130	82%	63%
14	Baine Johnston Insurance	233	76%	86%
St. John's All Facilities/Lots		2,668	62%	61%

The Saturday morning and afternoon off-street parking utilization rates for each parking facility/lot are summarized in **Exhibit 4.6**.

Exhibit 4.6: Saturday Off-Street Parking Utilization Rates

Parking Lot		Total Parking Spaces	Utilization Rates	
Area	Name		Morning (9:00–11:00 AM)	Afternoon (2:30–4:30 PM)
2	Cabot Place (Underground)	374	32%	19%
3	Mile One Centre Garage	33	12%	9%
3	Templeton RA Ltd.	60	17%	22%
4	City Hall Parking Garage (Level 1)	73	18%	34%
5	Murray Premises	100	25%	77%
5	Bowring Building (Downtown Centre)	175	7%	4%
6	Bell Street	37	11%	32%
St. John's All Facilities/Lots		779	22%	24%

4.3 Parking Duration (Turnover)

4.3.1 ON-STREET PARKING AREAS

The weekday on-street parking turnover rates for each Parking Area are summarized in **Exhibit 4.7**.

Exhibit 4.7: Weekday On-Street Parking Turnover Rates

Parking Area	Total Daily Parked Vehicles	Parking Duration					Parked Vehicle Exceeds Max. Time
		Less Than 1 Hour	1-2 Hours	2-3 Hours	3-4 Hours	More Than 4 Hours	
1	196	42%	21%	23%	5%	8%	8%
2	0	-	-	-	-	-	-
3	414	59%	18%	12%	6%	4%	8%

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4	105	29%	9%	21%	9%	33%	33%
5	946	72%	22%	5%	2%	0%	0%
6	257	61%	26%	8%	4%	1%	11%
7	502	65%	21%	9%	2%	3%	7%
8	567	62%	20%	10%	4%	4%	8%
9	277	55%	21%	13%	8%	3%	49%
10	311	74%	16%	7%	1%	2%	10%
11	109	40%	29%	4%	8%	18%	18%
12	88	70%	20%	1%	0%	8%	13%
13	58	36%	14%	7%	7%	36%	2%
14	64	64%	22%	8%	5%	2%	2%
St. John's All Areas	3,894	62%	21%	9%	4%	4%	10%

The Saturday on-street parking turnover rates for Duckworth Street and Water Street are summarized in **Exhibit 4.8**.

Exhibit 4.8: Saturday On-Street Parking Turnover Rates

Street	Total Daily Parked Vehicles	Parking Duration					Parked Vehicle Exceeds Max. Time
		Less Than 1 Hour	1-2 Hours	2-3 Hours	3-4 Hours	More Than 4 Hours	
Duckworth Street ¹	461	68%	14%	9%	3%	6%	1%
Water Street ²	747	54%	28%	7%	4%	7%	1%
Total	1,208	60%	23%	8%	4%	6%	57%

1. Duckworth Street from New Gower Street to Factory Lane.

2. Water Street from Prescott to Bishop's Cove.

4.4 Key Findings - All Downtown Parking Areas

4.4.1 ON-STREET PARKING

Weekday on-street parking utilization increases gradually throughout the day, peaking just above 80 percent of all stalls at 1:00 PM as the highest peak hour. At this time, weekday on-street parking utilization is over 100% along most streets in the west side of the Downtown. West of Prescott Street. This indicates that on-street parking is very well used throughout the Downtown area. Parking utilization declines moderately in the late-afternoon but trends upwards to over 70% in the early-evening period, especially in proximity to restaurants and when an evening event takes place at the Mile One Centre.

Saturday on-street parking utilization was surveyed on Duckworth Street between New Gower and Factory Lane, and Water Street from Prescott to Bishop's Cove. The Project Team felt that these two street sections are the focus of Saturday on-street parking. After 9:00 AM, parking utilization remains above 50 percent throughout most of the day peaking just above 97 percent at 3:00 PM.

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4.4.2 OFF-STREET PARKING

The parking survey included the City's public off-street lots on Bell Street used for permit parking and Level 1 of the City Hall parking garage used for hourly public parking. Also included were the major private lots covering 17 facilities. Combined, these off-street parking lots/facilities (19) contained 2,668 surveyed stalls, and had an occupancy rate of 62 percent in the weekday morning and just over 58 percent in the weekday afternoon. This could suggest that there is excess capacity in the existing off-street supply, depending on the location.

NOTE: It is noteworthy, however, that this utilization rate is typical of many other downtown areas in Canada and may in part be due to the fact that most of the private operators are reserving and overselling spaces for monthly permit parkers which were not occupied at the time of the surveys.

Although fewer lots/facilities were surveyed on Saturday (7), the utilization is much lower with an occupancy rate of 22 percent in the morning and approximately 24 percent in the afternoon.

4.4.3 ON-STREET PARKING - WEEKDAY

On-street parking is clearly the most preferred type of parking throughout the Downtown, with extremely high utilization and some peak period over-parking occurring in the westerly Parking Areas 1 to 9. This is where Prescott Street forms a clear dividing line between the high and lower on-street parking utilization areas in the Downtown. East of Prescott Street the weekday on-street utilization drops noticeably, generally below 60% in Parking Areas 10 to 14 (see Exhibit 4.3). This suggests a latent supply of available on-street parking east of Prescott Street, but there is also less land uses east of Prescott that rely on short term on-street parking (i.e. retailing, restaurants, service) compared to the more dynamic land use pattern west of Prescott;

Slightly over 60% of weekday on-street parkers in the Downtown stay for less than one hour, suggesting a good turnover rate for this valuable parking supply. About 20% stay for 1-2 hours, and then the duration rate drops off significantly for vehicles parking two hours or more. The actual turnover rate is of course governed by the location of the 4 hour on-street stalls along the connecting cove streets in the Downtown, and the 8 hour on-street stalls along Harbour Drive. However, as clearly shown on Exhibit 4.7, even in Parking Areas 5, 7 and 8 that have the 8 hour parking on Harbour Drive, the overall duration after 2 hours drops to below 10%. This suggests that while the 8 hour on-street parking on Harbour Drive is well occupied, it is not being used as intended for long term parking in the Downtown;

These conclusions about on-street parking utilization and duration are supported by results from the public attitude survey conducted as part of this study, where 76% of respondents were parking in on-street stalls, and of these, 49% expected to be parked for less than 2 hours;

Utilization of the Downtown's on-street parking supply is extremely sensitive to major Downtown attractions during the weekday, especially after 5 PM, and especially at the Mile One Centre. The Centre is located adjacent to the highest on-street parking utilization areas (Parking Areas 1 through 9) where this on-street parking is free in the evening and on weekends. As a result, the use of on-street parking before events at Mile One results in parkers either having to find off-street parking near the Centre, and/or find parking with a greater walking distance from the Centre.

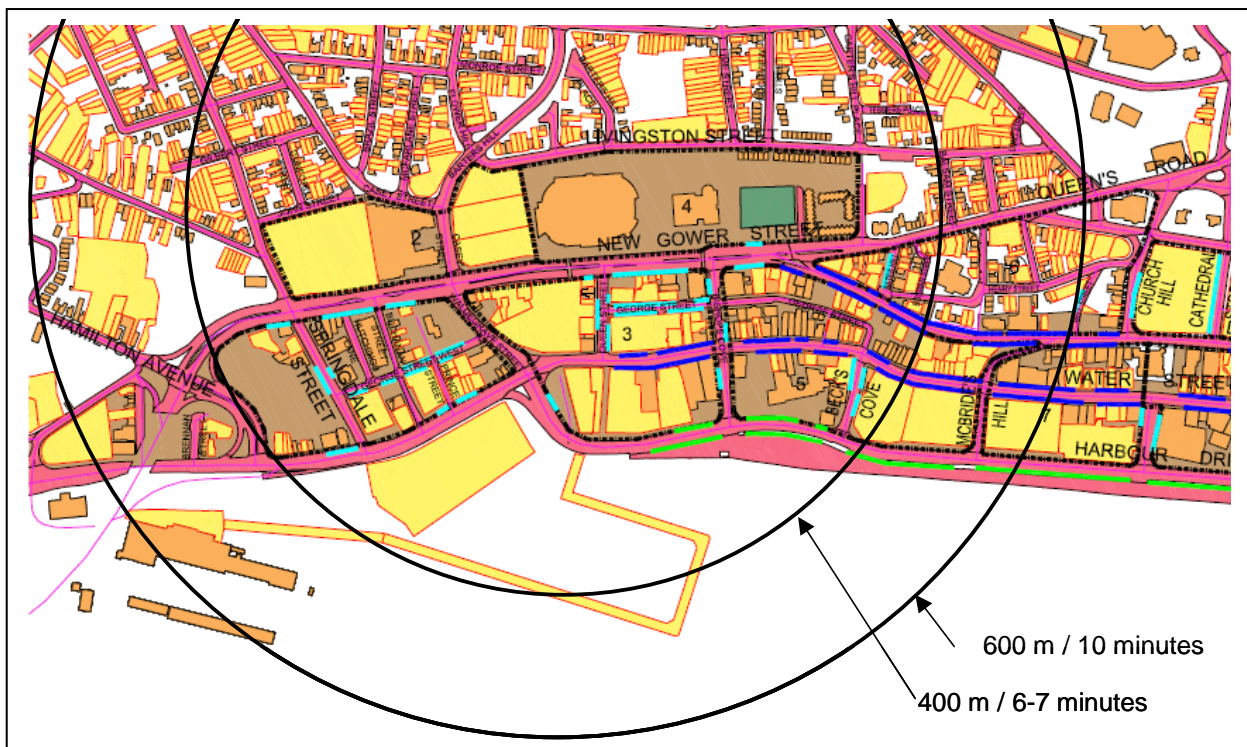
For event planning, people generally tend to park within 400 m of the event, which equates to a 5.0-5.5 minute walking distance for younger people, and 6.6 – 7.0 minute walk for healthy

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seniors. The maximum walking distance is usually planned at 600 m from the event, which is a 10 minute walk for younger people. These walking distances from Mile One Centre are shown on Exhibit 4.9 in comparison with the parking supply.

The results of the parking survey conclude that the supply of on-street parking in the Downtown located west of Prescott Street is highly utilized during the weekday primarily for short-term parking under two hours. This suggests some potential strategic adjustments to the on-street parking supply and management that will be explored further in Section 7 of this study report

Exhibit 4.9: Mile One Centre Walking Distance



4.4.4 ON-STREET PARKING - WEEKEND

Saturday on-street parking utilization on Duckworth between New Gower Street and Factory Lane is relatively low, peaking at 67% between 10 AM and 2 PM, but with the highest peak hour being only 57% utilized at 12:00 PM. This is to be expected as Duckworth is not the major retailing street in the Downtown, compared to Water Street, and so does not attract the Saturday parking utilization that Water Street does.

Nearly 70 percent of daily parked vehicles along Duckworth Street park for one hour or less, indicating a very high turnover in this area.

Saturday on-street parking utilization is high throughout the day on Water Street from Prescott to Bishop's Cove, with rates remaining above 90 percent throughout much of the day. Parking utilization peaked at nearly 164 percent at 3:00 PM because cars parked in front of the courthouse were counted, but also indicates some over-parking along Water Street (i.e. loading zones, disabled stalls, and no parking zones approaching intersections) owing to the high on-street parking demand.

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Nearly 55 percent of daily parked vehicles along Water Street park for one hour or less, indicating a moderately high turnover area.

4.4.5 OFF-STREET PARKING – WEEKDAY

In the more intense Parking Areas 5, 6 and 7, both morning and afternoon utilization in the garages and lots surveyed was moderately high, not exceeding 70%. The one exception is the Bell Street lot in Area 6 with utilization over 80%, suggesting that off-street lots may be utilized more by permit holders than the parking structures.

Outside of the core Parking Areas 5, 6 and 7, the only other surveyed off-street parking with relatively high utilization above about 80% is in the Parking Area 3 Old Woolworth's garage (close to full all day), the Fortis 5 Prescott Street lot in Area 10, the Quality Hotel in Area 13 and the Baine Johnston Insurance garage (10 Fort William Place) in Area 14. Level 1 of the City Hall garage in Area 4 was also full in the afternoon survey.

Except for these 6 off-street parking areas surveyed with weekday utilization above 70%, the remaining 13 off-street lots/garages surveyed had less than about 70% utilization, resulting in an overall average off-street utilization in the Downtown of 62 % in the morning and 61% in the afternoon as shown on Exhibit 4.5. This could be interpreted as underutilization of available off-street parking, and/or an excessive oversupply to meeting the demand. However, as in most Canadian downtowns, most of the off-street parking supply in Downtown St. John's is permit parking by private operators. In these cases the permit stalls may not be occupied during some times of the day, but are still not available for hourly public parking and so are considered occupied.

Some stakeholders and members of the public surveyed during this study suggested that Downtown St. John's does not have an adequate supply of parking. The findings of this survey supports this opinion since on-street parking utilization is definitely very high in some areas of the downtown, and the over-selling of off-street permits makes most of this supply unavailable for public hourly parking during a typical weekday.

4.4.6 OFF STREET PARKING - WEEKEND

As shown on Exhibit 4.6, the off-street surveys show that the 7 parking garages and lots surveyed on Saturdays had relatively low utilization, not exceeding about 35% except for the Murray Premises lot in the afternoon at 77%, being in the heart of the Downtown retailing area.

This low weekend garage utilization, and free on-street parking on weekends provides justification for some private off-street garages and lots to be closed on the weekends.

4.5 Parked Vehicle Origins

The study Terms of Reference asked that the licence plate numbers of all cars, recorded to establish the duration or turnover of parking, be converted to postal codes of the registered owners of each vehicle. In this way, the basic trip origins of the parked cars were identified on a postal code basis to determine, in part, whether and how much the Metrobus public transit routes provide an alternative for these drivers to access the Downtown other than with their personal vehicle. This is an important finding in evaluating any strategic directions for

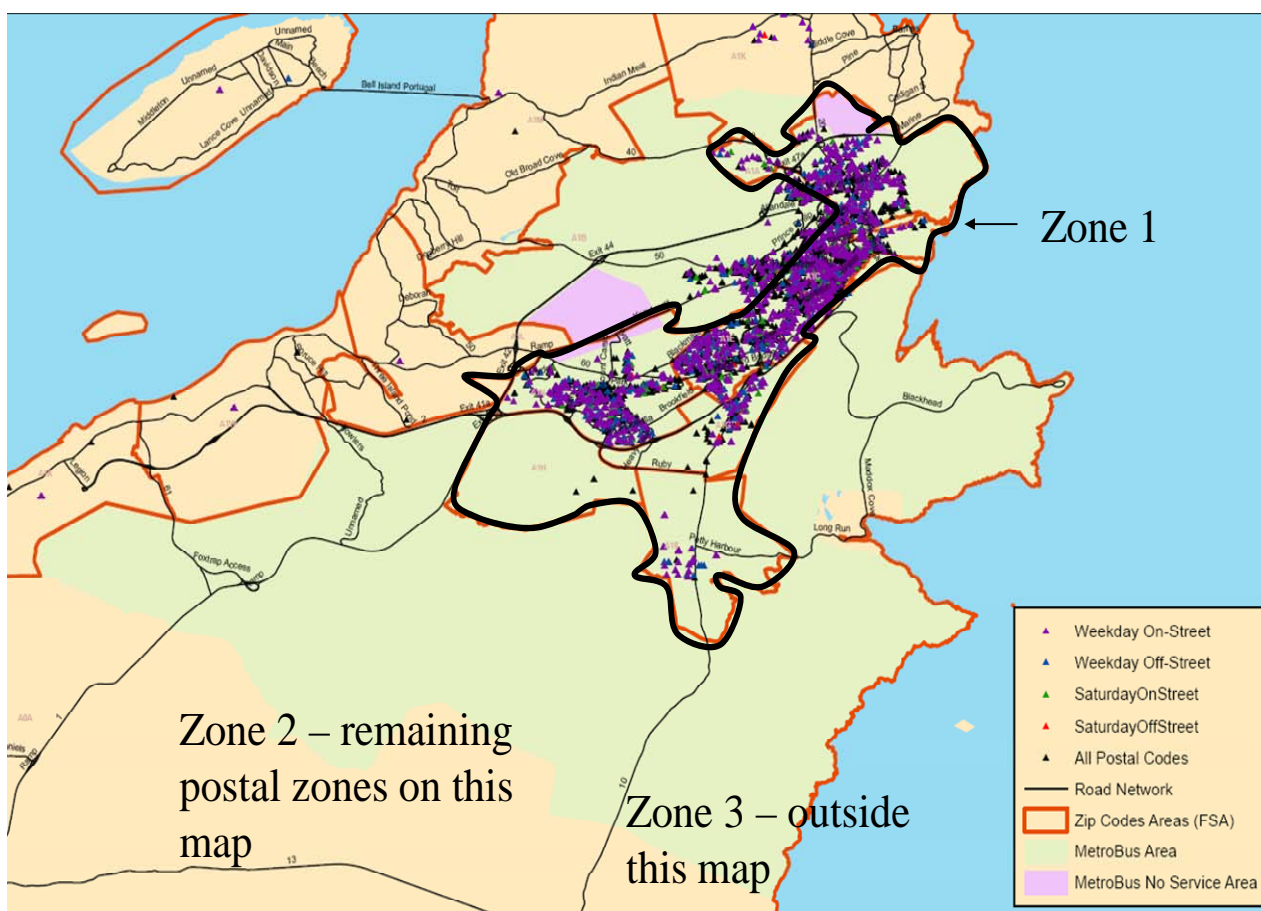
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Downtown St. John's parking that would require an increase in transit use rather than the parking of private autos.

Geocoding of the postal code origins collected from the parking survey is summarized in Exhibit 4.10 and tabulation in Exhibit 4.11, which shows that a total of 6,894 licence plates were recorded on parked vehicles in the downtown study area. The recorded postal codes associated with the parked vehicles were split into three zones for application to the study:

- Zone 1: postal codes which contain Metrobus Transit routes;
- Zone 2: postal codes in the surrounding St. John's region without transit service; and
- Zone 3: postal codes beyond Zones 1 and 2

Exhibit 4.10 – Geographic Summary of Vehicle Trip Origins



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Exhibit 4.11- Summary Distribution of Vehicle Trip Origins

	Zone1	Zone2	Zone3	Total for all Zones
Saturday Off Street	140	79	45	264
Saturday On Street	674	393	126	1193
Weekday Off Street	1254	865	271	2390
Weekday On Street	1743	1001	303	3047
Grand Total:	3,811	2,338	745	6894
%age Distribution	55%	34%	11%	100%

The main conclusions from this data are that a little over half of all the vehicles parked in the Downtown during the survey originated from a located served by Metrobus, meaning they had the choice of using transit and chose not to for reasons of their own. A relatively high third of parkers originated in the surround St. John's region with no transit service, so are dependent on vehicle use and parking. The remaining 11% travelled from beyond the region, concluding that 45% of downtown parkers have no access to transit unless they drive and park near a transit stop and complete their downtown trip on transit.

The geocoding and tabulation also includes stratification by day, type of parking, and zone. This level of detail is not required for this parking study, but may be of interest to the City for other purposes.

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5. PARKING PRICING

Setting the price of parking involves much more than just revenue generation because it can address a number of transportation objectives. It can be implemented as a Transportation Demand Management strategy to reduce vehicle traffic in an area by encouraging use of alternative modes of travel. The price of parking also forms part of a parking management strategy to reduce parking problems in a particular location such as downtowns. It is also typically used by municipalities and private developers to recover some of the capital and maintenance costs of their parking facility costs.

Given a choice, motorists typically prefer free parking, as is provided by large suburban retail centres. However, parking is never really free, and consumers ultimately bear parking costs for example through higher taxes and retail prices. Also, any underpricing of parking results in inefficient use of parking facilities and excessive parking demand that is counter to a municipality's TDM objectives. For example, the most convenient parking spaces in a downtown, such as on-street spaces on main retail streets such as Water Street in downtown St. John's, are often filled as previously shown on Exhibit 4.4, while less convenient spaces on the downtown fringe and in parking lots behind buildings are often unoccupied. This reduces motorist convenience and increases traffic problems that can be reduced with more efficient parking pricing. Industry studies find that depending on the time of day and location, up to 75% of traffic in a downtown area involves vehicles cruising to find on-street parking.

In most cities today, the emphasis is no longer on minimizing the cost of parking. Instead, a number of basic factors are commonly being used to set responsive, effective parking prices and meet related transportation objectives, including:

- Manage and price the most convenient parking spaces to favor priority users. Charge higher rates and use shorter pricing periods at more convenient parking spaces (such as on-street spaces, and parking near building entrances) to increase turnover and favor higher-priority uses.
- Improve pricing methods to make parking pricing more cost effective, convenient and fair. For example, use electronic pricing systems that accommodate various payment methods and rates, and allow motorists to pay for just the amount of time they will be parked. For short-term parking charge by the minute rather than by the hour, and for long-term parking charge by the hour rather than by the day or month.
- Avoid discounts for long-term parking leases (i.e., cheap monthly rates).
- Set parking prices to equal or exceed transit fares. For example, set daily rates at least equal to two single transit fares, and monthly rates at least equal to a monthly transit pass.

In Downtown St. John's, the cost of on and off-street parking is compared in the following tables with rates in four other comparable Canadian east coast cities, and other smaller city examples in Canada.

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CITY (Population)	ST. JOHN'S, NF (100,646)	RM OF HALIFAX, NS (372,858)	MONCTON, NB (64,128)	SAINT JOHN, NB (68,043)	FREDERICTON, NB (50,535)
PUBLIC ON-STREET	\$0.25/15 minutes max 2 hrs = \$2 (\$1/hr)	Max 30 m = \$0.75 Max 90 m = \$2.25 Max 2 hrs = \$3.00	Varies based on location \$0.50-\$0.75 for 30 minute limit \$1.00 for 1 hr limit \$0.25-\$1.25 for 2-12 hour limit	\$1.25/hr Limits 30min, 1hr, 2hr, 5hr, 10hr	\$1.25/hr \$0.75 for all 30min spaces
ON-STREET RESTRICTIONS	Pay 8 AM–6 PM Mon. to Fri. Free after 6 PM and weekends. Max 2 hr limit on Duckworth St. & portion of Water St. Max 4 hr limit on portion of Water St., George St. area & other Max 8 hr limit on Harbour Dr.	Pay 8 AM-6 PM Monday-Friday except holidays Free after 6 PM and weekends	Pay Mon-Fri 7am To 6pm Hospital area to 10 PM Free after 6 and weekends	Pay 8 AM-6PM Free after 6 PM and weekends No on-street parking 12 AM-7AM year round	Pay 9 AM-5PM Free evenings and weekends Overnight parking prohibited year round
PUBLIC OFF-STREET	\$60.00 Monthly 9 surface lots and 1 garage 1 hr free parking on bottom Visitors level of City Hall garage	Varies Downtown Dartmouth: \$40-\$90 Month Hour \$1.25-\$2 Max \$8-\$10	\$75/month \$1.25/hr \$7 Max 7 AM-6PM \$2 Max 6 PM-closing \$55/month \$1/hr \$7 Max \$45/month \$0.50/hr \$4 Max/day	\$40-\$99 Monthly \$1.25/hr or \$8 daily max	\$35-\$75 Monthly \$1.00/hr to \$10 daily max

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PRIVATE OFF-STREET	Garage: \$85.00-\$200 Monthly depending on location Outdoor: \$53.10-\$100 Monthly depending on location \$1.25 1st half hr, \$1.00 each half hr after	\$126.00/month \$1.25/half hr	\$58/month surface \$86/month underground \$1.00/hr	\$50- \$102/month \$1.50/hr \$3.75 evening 7 PM-midnight	\$90/month \$1.50/hr
NOTES	Monthly Metrobus Transit Pass: Adult= \$70 Senior = \$45 Child = \$45	Monthly Metro Transit Pass: Adult=\$60 Senior=\$42 Child=\$42 Monthly Metro Link Adult Pass=\$75	Monthly Codiack Transit Pass: Adult=\$58 Senior=\$44 Child+\$44	Monthly Transit Pass: Adult=\$59 Senior=\$39 Child+\$49	Monthly Transit Pass: Adult=\$65 Senior=\$55

For further comparative purposes, parking rates in four Ontario cities of similar size to St. John's were compared to Downtown St. John's rates.

CITY (Population)	WINDSOR (216,473)	KITCHENER (204,668)	GUELPH (117,207)	KINGSTON (117,207)
PUBLIC ON-STREET	\$1.25/hr	\$1.25/hr	\$1.50/hr 30 min courtesy time Min. \$0.50 cost	\$1.00-\$1.50/hr 10 min courtesy time 1-3 hr max
ON-STREET RESTRICTIONS	Pay 9AM-6PM Free after 6 PM and Sundays No Parking Downtown 4 AM- 6AM	Pay 8 AM-6PM Mon-Sat Free after 6PM and Sundays No parking downtown 2:30AM- 6AM Dec 1–March 31	Pay 9AM-6PM Monday-Sat Free Sunday No on-street parking 2 AM- 6AM	Pay 8AM-5:30 PM Free after 5:30 PM and Sundays No on-street parking 1AM-7AM Dec 1 to March 31
PUBLIC OFF-STREET	\$22.60-67.80 Monthly \$1/hr 9AM-6PM Mon-Sat \$2 Flat rate after	Automated: \$112-\$125 Monthly Non-Automated: \$69-\$123 Monthly	\$20-\$105 Monthly All municipal lots free Sat and Sun	\$45.60-\$97 Monthly \$1/hr

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	6PM all days			
PRIVATE OFF-STREET	n.a.	n.a	n.a	Varies between \$73-\$125 Hourly \$2-\$2.50

The following parking infraction fines are also comparatively low in Downtown St. John's compared to the other east coast and smaller Ontario cities using four representative types of infractions.

CITY	ST. JOHN'S, NF	HALIFAX, NS	MONCTON, NB	SAINT JOHN, NB*	FREDERICTON, NB
EXPIRED METER	\$15	\$25 (\$20 before 7 days)	\$30 (\$15 before 20 days)	\$10-\$15-\$30	n.a
NO PARKING: FIRE LANE	\$30	\$100	\$30	\$15-\$25-\$35	n.a
ACCESSIBLE PARKING	\$75	\$100	\$30	\$35-\$50-\$50	n.a
PARKING IN LOADING ZONE OR BUS STOP	\$50	\$100	\$30	\$35-\$50-\$50	n.a.
SMALL ONTARIO CITIES	WINDSOR	KITCHENER	GUELPH	KINGSTON	
EXPIRED METER	\$30	\$15	\$20	\$25	
NO PARKING: FIRE LANE	\$85	n.a	n.a	n.a	
ACCESSIBLE PARKING	\$350	\$300	\$300	\$300	
PARKING IN LOADING ZONE OR BUS STOP	\$40	\$40	\$40	\$35	

* \$X within 7 days, \$X 7-30 days, \$X after 30 days

These comparisons show that parking pricing and fines are generally the lowest in Downtown St. John's. Free evening and weekend parking is also typical for each city. It should be noted that 57% of respondents in the random public survey conducted for this study thought the cost of parking in Downtown St. John's is too high, and 38% thought it is acceptable.

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What is of concern in terms of comprehensive transportation planning is that in Downtown St. John's, the City's rate for monthly parking in the nine off-street lots and the City Hall garage (\$60) is not only lower than the cost in comparable cities, but is also lower than a monthly Metrobus pass (\$70 for adults). This means that the City is not providing any financial incentive to support transit use by charging the low monthly parking rate.

The private off-street garage and parking lot operators in Downtown St. John's are charging rates that are comparable with the other cities. The main conclusions reached from this comparison of parking pricing is that consideration should be given to reviewing the cost of public on and off-street parking in the downtown to bring them into line with comparable cities, and have these costs better reflect the value and utilization of public parking in Downtown St. John's.

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6. PROJECTED DOWNTOWN GROWTH AND ANTICIPATED PARKING DEMAND

6.1 Downtown Development

The Terms of Reference for this study require that an evaluation be conducted of projected parking demand in the downtown based on current and future planned land use. From this, the adequacy of the existing parking supply is to be established to meet this demand for the 5, 10 and 15 year horizon periods.

This requirement of the Downtown Parking Study was conducted in close liaison with the City's Department of Planning. Eight (8) current development applications were identified, along with 15 other development opportunities within the downtown for a total of 23 potential development projects in the downtown over the next 15 years. These projects are listed on Exhibit 6.1 and mapped in **Appendix E**.

Exhibit 6.1: Downtown Development Assumptions

Map#	Description	Location	Status
0-5 YEARS			
1	Bell Street Hotel	Bell Street & Duckworth	application at the City
2	The Narrows-residential condos	Duckworth Street	mostly constructed
3	Residential condos/hotel	Water Street at Temperance Street	application at the City
4	Residential condos	Temperance Street	application at the City
5	Steele hotel	Prince Street & George Street West	application at the City
6	Johnson Insurance office/retail	Springdale Street	application at the City
7	Hotel – LUAR	Prescott & Water Street	application at the City
8	Residential condos-King George V	Water Street	constructed
9	Proposed office - Fortis expansion	Water Street	potential
10	Star of the Sea - residential condos	Henry Street at Boggan Street	potential

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11	Fabulous 50's - office/hotel/retail at grade	Water Street at Bishops Cove	potential
5-10 YEARS			
12	Old Woolworths bldg - office/hotel/retail at grade	Water Street	potential
13	Templetons/Arcade - office/retail at grade	Water Street	potential
14	Capital Theatre - residential condos	Duckworth Street at McBride's Hill	potential
15	Nolan Hall - residential condos	Waldegrave Street	potential
16	The London - office/retail at grade (reno)	Water Street at Bairds Cove	potential
17	Old Carnells Funeral Home - residential condos/retail at grade	Duckworth Street at Cochrane Street	potential
18	Fortis - parking structure	Prescott at Duckworth Street	potential
10-15 YEARS			
19	Hamilton Ave – office	Hamilton Ave at New Gower Street	potential
20	Fortis – office/hotel expansion	New Gower Street at Springdale Street	potential
21	Harbour Light - residential/office	George Street West at Springdale Street	potential
22	Old Telephone bldg - residential condos	Duckworth Street at McBride's Hill	potential
23	Residential condos/retail at grade	Duckworth Street at King's Road	potential

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6.2 Potential Parking Demand

The 23 downtown development projects identified by the City over the next 15 years will result in the following estimate of additional parking demand in the downtown based on a series of development statistics and assumptions developed in conjunction with the City's Department of Planning and tabulated in **Appendix E** of this study report:

Exhibit 6.2: Summary of Downtown Parking Demand

Planning Horizon	# of New Parking Stalls Proposed / Planned assuming no Parking Exemptions	Parking Stalls Required by Regulations including Parking Exemptions	Additional Parking Stalls being Planned assuming no Parking Exemptions
0-5-Year	1269	397	872
5-10 Years	768	429	339
10-15 Years	1243	922	321
TOTAL NEW SUPPLY	3,280	1,748	1,532

This summary and the detailed spreadsheet in **Appendix E** show that the current development planning in the downtown has the potential to provide 3,280 additional parking stalls in the core over the next 15 years if no parking exemptions are provided. While the parking exemption provisions of the existing Development Regulations would require about 1,748 new stalls, this could be increased by an additional 1,532 stalls for a total new supply of 3,280 stalls if the exemptions were removed.

The 1,748 parking stalls required by regulations relate to Special Parking Requirements Section 9.1.2 of the City's Development Regulations, and the parking exemption it gives to development in the Parking Exemption Areas that states:

"Council shall not require any parking ... for a Development with a Floor Area Ratio of 3.00 or less in the area outlined on Map D of Section 3 – Parking Exemption Areas".

"Within the Parking Exempt Area any Development which involves the extension of an existing Building or construction of a new Building in excess of a Floor Area Ratio of 3.00 shall provide one parking space per 90 m² of Net Floor Area"

Whenever the City waives a parking requirement for an expanded or new development in the downtown, more pressure will be placed on the transit service and related Transportation Demand Management measures (i.e. ride-sharing, telecommuting, flex work hours) to compensate for the reduced parking supply.

The detailed spreadsheet in **Appendix E** applies the Special Parking Requirements Regulation to each of the 23 identified planned/potential development projects in three types of conditions:

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1. Those that are located within the parking exempt area and have a FAR of less than 3.00 are assumed to be parking exempt, so any parking that is being planned or expected by the City would be additional supply provided beyond the requirements of the existing Regulations;
2. Those located within the parking exempt area with a FAR of greater than 3.00 are assumed to provide at least 1 stall/90 m² of net floor area; and
3. Those located outside the parking exempt area (5 projects) are assumed to be required to provide off-street parking as per the General Parking Requirements of Section 9.1.1.

The main conclusion reached from this evaluation is that the City has the potential to require a substantial amount of additional parking in the downtown over the next 15 years. However, all but one of these planned/potential projects is a building expansion or new building project where parking is being required primarily for the user market (i.e. condo residents, hotel patrons, office employees). Only the potential Fortis parking structure at Prescott and Duckworth (project #18) is a potential parking structure and it only has an expected 92 stall capacity.

The planned/proposed downtown projects offer the potential to ensure an adequate supply of parking for their clients likely through permits, but the current latent demand for off-street parking in the downtown will not be fully addressed by these projects. Furthermore, if these project are not implemented, or are exempted from providing an increased parking supply, the latent demand for off-street parking in the downtown will continue to grow.

6.3 Role of Transportation Demand Management

In conducting this evaluation, the influence and adequacy of Transportation Demand Management (TDM) as it relates to transit service and facilities in the downtown, parking fees, fuel prices and the use/potential use of other modes of transportation are to be considered. The basic goals of most TDM programs in the context of downtowns are to:

- Reduce single occupant vehicle travel;
- Increase the use of walking, bicycling, carpooling, vanpooling, transit use and teleworking; and
- Maximize the efficient use of limited parking resources through demand management practices.

As reported in Section 4.5 of this study report, a little over half of all the vehicles parked in the Downtown during the survey originated from a location served by Metrobus, meaning they had the choice of using transit and chose not to for reasons of their own. For Transportation Demand Management (TDM) to impact the demand for downtown parking, Metrobus would have to increase its ridership within the current and new service area to attract more of these downtown parkers to use public transit, with a corresponding decrease in downtown parking demand.

A relatively high third of parkers in the downtown originated in the surrounding St. John's region that is not served by Metrobus, so are dependent on vehicle use and parking. For this group, expansion of Metrobus service into new service areas would provide an option to not traveling by private auto to and from the downtown. Alternatively, the provision of improved park-and-ride services and facilities at transit terminals (i.e. Village Mall, Avalon Mall) as recommended in

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the 5-Year Transit Service Plan would give downtown employees and visitors living beyond the transit service area, including the 11% who live beyond the St. John's region, the option of traveling by transit from a terminal.

The 5-Year Transit Service Plan also recommends that the City of St. John's adopt transit-supportive land use and parking policies. Further, the City's traffic and transportation department staff be requested to work with Metrobus staff to identify intersections and locations throughout the city where transit priority measures should be introduced to give transit vehicles priority over automobiles and to improve service reliability.

Other TDM initiatives that could be made by the City and employers in the downtown to reduce or at least maintain the existing demand for parking include:

- Provide programs and facilities that support telecommuting by some employees so they do not have to travel to and from the downtown as part of their employment responsibilities;
- Provide facilities such as showers and bike locks at places of employment that support the use of cycling as the downtown travel mode for some employees;
- Manage the supply of new parking in the downtown so that a parking oversupply is not created. The availability of ample parking supply competes directly with viability of alternative travel modes to and from the downtown. One way to manage this supply is to require maximum parking standards in the Development Regulations so the City can limit the amount of parking provided by certain types of new downtown development. For example, if a new apartment building is to be built on a transit route in the downtown, the City could allow the developer to provide fewer tenant parking spaces;
- Increase user charges for City-owned parking spaces in the downtown. At the same time, short-term parking rates should be decreased relative to the long-term all-day rates so that parking spaces are available and attractively priced for retail/service trips. Parking charges can have a direct impact on the use of public transit particularly with respect to parking in downtown areas. Parking charges should, as a minimum, equate to the cost of a one-way fare on transit (currently \$2.25) for short term (less than two hours) parking, and a return fare for all day parking. Parking pricing may be implemented as a TDM strategy (to reduce vehicle traffic in an area), as a parking management strategy (to reduce parking problems in a particular location), to recover parking facility costs, to generate revenue for other purposes or for a combination of these objectives;
- Consider charging an annual levy or tax on all non-City owned parking spaces in the downtown area. The revenues generated from the charges and levies should be earmarked to transit; and
- Provide carpool parking in City-owned parking lots and the City Hall garage at a reduced rate and in the most convenient locations.

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7. DOWNTOWN PARKING MANAGEMENT PLAN

7.1 Maximize On-Street Parking Supply

The high on-street parking utilization and turnover recorded in the parking survey conducted as part of this study confirms that on-street parking is preferred by a majority of short-term (maximum 2 hour) parkers in Downtown St. John's. One question addressed by this study is whether the supply of on-street parking in the downtown can be increased to serve more short-term parking demand. Increased capacity of existing on-street parking means that parking supply increases without using more land or major construction. The options available to do this, and resulting study recommendations are:

- a. If there is adequate street width, a change could be made from parallel to angled on-street parking to increase the number of stalls. A wider right-of-way width is required for angle parking because while a standard parallel parking aisle extends approximately 2.7 m from the curb out into the street, a 45 or 60 degree angled parking aisle extends out to approximately 6.5 m. As a result, significantly more right-of-way width is required to accommodate angled parking. The existing street and right-of-way widths in Downtown St. John's are insufficient to accommodate angled parking and still maintain existing two-way traffic flow, so this option is **not recommended**.
- b. Stakeholder input provided for this study included the question of whether converting to one-way streets, say on Water and Duckworth, could provide the added width needed for angled parking, thereby increasing the on-street parking supply. The study considered this question since there can be conditions where one-way traffic is desirable from an on-street parking supply perspective. Where parking stall angles are less than 90 degrees, drivers are usually restricted to one direction of travel, thereby requiring one-way streets. The main issue in Downtown St. John's that makes one-way street unfeasible is their impact on road capacity and operations.

All streets in the downtown are one lane per direction. If say Water and Duckworth were converted to a one-way couplet, the available street width resulting from angled parking would allow only one lane of traffic per street. The two-way Water/Duckworth couplet currently provides a combined capacity of two lanes eastbound and two lanes westbound. Converting to one-way operations would cut this capacity in half to one lane per direction to accommodate angle parking. The result would be a significant reduction in the roadway and intersection carrying capacity and associated Level-of-Service in the downtown. This would result in severe traffic congestion, delays, idling, vehicle emissions and generally unsafe conditions for motorists and pedestrians. One-way streets also tend to increase traffic speed since no opposing traffic is present. As a result, converting any downtown streets to a one-way couplet to provide angled parking is **not recommended**.

- c. Eliminate no-parking zones and turn lanes at the approaches to downtown intersections in off-peak hours and allow on-street parking in these areas of the street. This would restrict left turns in the off-peak hours to allow through traffic without backups since the curb lane would be occupied by parking at those times. This approach is **not recommended** in downtown St. John's owing to the traffic congestion that would occur at intersections and the confusion of having different traffic rules for peak and off-peak period.

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- d. Maximize the number of on-street parking spaces by removing designated loading/unloading spaces on downtown streets. This option is only feasible where businesses have an alternative loading/unloading opportunity off a back lane or side street, or where deliveries can be limited to early morning and late evening hours when either on-street spaces are available or double-parking is possible. None of these conditions are practical in Downtown St. John's. Loading zone removal would create delivery inconveniences for many businesses while only adding 2-3 stall per block side, and so this option is **not recommended**.
- e. Reduce on-street parking space size. Shorter-term parking requires larger spaces (i.e. for trucks), but employee and residential parking spaces can be somewhat smaller (i.e. compact cars). A portion of spaces could be sized for compact vehicles, which require about 20% less space than full-size stalls. While this size reduction could serve a wide range of standard passenger and business vehicles on the downtown streets, winter snow accumulation would make many smaller stalls unusable during winter months and so in **not recommended** in Downtown St. John's.
- f. In Downtown St. John's, on-street parking spaces are designated on Duckworth Street near the courthouse for courthouse staff. However, with all on-street stalls in the Downtown at a premium for public short-term parking, it is **recommended** that the City consider reverting these permit spaces to the hourly public supply. Doing so can also help in adding to the Downtown's supply of long-term off-street parking discussed next in Section 7.2 by transferring short-term parkers in off-street lots and garages to more on-street metered parking.

In making this recommendation, it is recognized that there are security issues in the provision of judges parking at the courthouse. Modern courthouses today typically provide underground or otherwise secure parking for judges and other court officials. Since this is not feasible at St. John's old courthouse, alternative judges parking would have to be found. This could involve; 1) maintaining a limited number of Duckworth Street permit stalls only for judges, but not for other court employees, 2) reserving judges parking only at the front of the courthouse off Water Street where up to 25 cars now parking back to front, 3) providing secure shuttle transportation for judges and perhaps other court officials from an external parking location or 4) providing court and related (i.e. Sheriff's office) parking as part of a new off-street parking structure in the Downtown.

- g. Modify the existing Residential Parking Program in the vicinity of the downtown to allow for shared weekday on-street public parking from 9:00 AM to 5:00 PM, thereby increasing the supply of on-street parking in Downtown fringe areas. This option would modify City Bylaw No. 1440 to allow "residential" permit parking to be shared with "non-resident" on-street public parking within these weekday hours. It is **recommended** that the City study this option further to identify streets or street sections in the shared Residential Parking Program area that currently experience lower weekday parking use. This would require parking utilization surveys and consultation with involved residents. Some restrictions on "non-resident" parking permits would also be expected, for example dealing with Downtown workers holidays.

7.2 Increase Off-Street Parking Supply

There are essentially three ways to increase the supply of off-street parking in Downtown St. John's over the next 15 years:

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1. Encourage temporary use of private property for interim parking needs;
2. Joint development of structured parking by the City in partnership with the private sector; and
3. Development of City owned/operated structured parking supply.

7.2.1 ENCOURAGE INTERIM OFF-STREET PARKING

Stakeholder input to this study and associated consulting team observations identified some vacant and underdeveloped property in Downtown St. John's that could warrant interim use as surface off-street parking. Examples include the Harveys Oil property on the waterfront, the property at Hamilton Ave at New Gower Street (potential development site #19 from Exhibit 6.1) and any other downtown property currently vacant. It is **recommended** that the City investigate these and other vacant or underutilized properties in the downtown to determine opportunities to add interim off-street parking supply by reducing the site development standards as an incentive to achieve this interim land use. If interim use of property for off-street parking is used, a maximum 5 (five) year time limit is recommended to encourage short-term property development.

This would include the modification of the existing Development Regulations to allow an interim parking lot and adjoining driveway to only be paved with drainage, but that the existing requirement for lighting, curbs and landscaping be waived.

This study also considered whether the City has the authority to adjust upward the assessed value of these vacant and underutilized properties to encourage their use as parking. This, combined with the reduced parking lot development standards could offer a financial incentive for owners to convert these properties to interim parking lots. However, provincial legislation does not allow the City to adjust assessment values for this type of purpose. Assessed value must be based on market value reviewed every three years. The only way to add a surcharge or other financial incentive to vacant property taxes to encourage interim parking use would be through the business tax, but vacant property is not taxed for business purposes so this would not be feasible.

One other financial incentive to encourage interim use of vacant and underdeveloped property for parking is to increase the City's own permit rates and on-street meter rates as recommended in Section 7.4. By increasing the value of downtown parking, this could provide the incentive for vacant and underdeveloped property owners to install interim off-street parking on these properties as a way of generating revenue. If not interested, it provides the City with an incentive to lease and provide such lots on a full cost recovery basis as done now with the Bell Street parking lot.

7.2.2 JOINT DEVELOPMENT OF STRUCTURED PARKING

Joint-development of public parking within private, mixed-use projects was considered as a strategy for expanding Downtown St. John's off-street parking supplies while reducing cost and land-use impact. This would address the stakeholder and public's desire for more downtown parking supply, especially in the future associated with planned and potential downtown development projects described in Section 6.1 and 6.2.

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Adding any large amount of parking supply to the downtown may be seen by some to be contrary to the City's long-term Transportation Demand Management strategies. According to stakeholder input, past performance has also instilled serious doubts in some about the ability of the City and developers to successfully accomplish joint developments. That being noted, current City practice and DDC expectations indicate that this is one strategy from which new public parking facilities could likely to be developed in Downtown St. John's, and so is **recommended**.

The potential for joint development is shown by the potential growth in the downtown parking supply estimated over the next 15 years in Exhibit 6.2, where the current Development Regulations would require some 1,750 additional parking spaces in the Downtown if exemptions are provided, but increases by an additional 1,530 stall if these exemptions are removed to meet market demands and the Downtown's overall parking needs.

7.2.3 CITY DEVELOPMENT OF STRUCTURED PARKING

If additional off-street parking is not provided in the downtown through the development process to meet current and growing parking demand, and the City continues to apply parking exemptions and reduced parking requirements in the downtown, then the City would have only two basic options to address the resulting downtown parking demand:

- Construct a City owned parking garage; or
- Expect that travel patterns to and from the downtown would shift over time to more use of public transit and other alternatives to the private automobile in response to the lack of sufficient parking supply.

TDM measures such as increased transit use offer tools for reducing the amount of parking supply needed to support the downtown. Once these tools have been exhausted, the City and the DDC must decide whether downtown offers sufficient parking opportunities to support desired levels and forms of accessibility. No TDM tool will bring down the cost of adding new parking. In fact, by making the downtown a more vibrant, accessible destination, successful implementation of many of these tools may increase land and opportunity costs for parking construction. Adding to the off-street supply, therefore, is likely to remain the most challenging parking management tool to implement.

At the same time, accommodating and encouraging continued business success of the downtown will mean that parking demand will continue to grow, and that eventually some of that demand will have to be met with new parking supply. To meet Guiding Principle #2 (Section 3) to maintain an equilibrium of parking supply in the downtown, whereby the amount of any existing parking supply lost to development in the downtown is replaced, will require that capacity be maintained for those that are willing to pay for it. This will be especially crucial to accommodating demand from new developments and attracting developers to the public parking system.

If private development does not maintain this equilibrium and provide the needed growth in the parking supply, then it is **recommended** that the City of St. John's arrange to invest in the off-street parking supply through construction of a City owned parking structure, strategically located in one of the high demand Parking Areas west of Prescott Street. The first step in this recommendation would have the City purchase a strategically located property or combined properties west of Prescott Street, more specifically in Parking Area 3, 5, 7 or 8, in anticipation of this future parking need. Such an investment would have acceptable City or taxpayer risks

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since the City would be investing in downtown property that could be resold should future conditions not merit City development of a structured parking facility in the downtown.

For conceptual planning purposes only, a 5 level above ground parking structure with 500 spaces would cost in the area of \$13 M to construct based on today's average garage construction cost of \$25,000 per space. Another option may be to add parking levels to the City Hall garage to create more public and permit parking. Although an optimum location for business in the vicinity of City Hall and Mile One Centre, this garage is not well located to serve the high demand Parking Areas 5 to 9, and is conceptually estimated to cost \$5.4 M for two additional levels and 260 more parking spaces.

New or expanded parking structure construction can also include ground level leaseable space to increase the revenue generating potential of such as structure in Downtown St. John's.

7.2.4 PARK AND RIDE

This option could help reduce weekday off-street parking demand in the downtown by attracting downtown employees to a cost-saving option of parking closer to home and riding a bus the rest of the way to and from work. Such facilities must be far enough from the downtown to make getting out of the car a practical alternative rather than continuing the drive to downtown and pay for parking. However, the resulting transit trip time should still be short with few stops, perhaps as a type of express service from the Park and Ride locations into the downtown transit routes. There was also some indication from this study's public feedback that some downtown employees who don't require their car during the workday are already parking at suburban locations and taking transit to and from their place of employment downtown. The actual numbers doing this and from where are not known.

As a result, the option for some of not parking downtown is **recommended** as part of the Downtown Parking Management Plan and the City's TDM initiatives. The Metrobus 5-Year Service Plan already recommends a transit route structure in its service area with base routes that would form a rough grid providing improved downtown service, and connections to the following major activity centres which could provide Park and Ride facilities:

- Mount Pearl Square – The Village – Downtown – Miller Centre;
- Avalon Mall – Downtown
- Downtown – the University Centre
- Downtown – Torbay Mall – Coakers Meadow Plaza – Stavanger Retail Area
- Downtown – College of the North Atlantic – Marine Institute

One practical requirement of this recommendation is that park and ride facilities at major activity centres must be able to accommodate the increased parking demands. Some of the activity centres identified by Metrobus for possible Park and Ride facilities already have high parking utilization, and limited space to accommodate additional parking. In these cases, Metrobus and the City would have to determine how to provide increased parking supply at some centres. This would be part of attracting more regional transit ridership from outside the City of St. John's service area to and from the downtown.

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7.3 Financial Tools

7.3.1 CASH-IN-LIEU OF PARKING OPTION

This option provides a means for shifting future parking supply away from on-site provision and into the public parking inventory. In simple terms, a fee is paid by a developer into a parking development fund in lieu of the development of on-site parking spaces if the provision of such spaces is not physically possible. This generates funds for future expansion of the downtown parking system, while getting away from the idea that parking can be waived, exempted or reduced in cases where space for parking is not available, or to encourage and permit downtown development. Payment of such fees can either be required in lieu of on-site parking, or they can be offered as a potentially cheaper alternative to meeting minimum parking requirements depending on the in lieu charge.

This strategy has its drawbacks, most notably the long wait time needed to generate sufficient funds to finance parking supply projects. Also, if the Cash-in-Lieu of Parking (CILP) payment is directed to the funding of public parking supply, developers can complain that the investment will not benefit their tenants. In St. John's, this concern could be addressed by providing "Shared Parking" in any facility paid for through CILP so that spaces could be used for permit holders (i.e. tenants) during the day and opened for public parking in the evening.

Cities that use CILP typically calculate the CILP payment in one of two ways. The least used approach is to establish project-specific rates on a case-by-case basis based on the land and construction value of each individual project. Developers generally don't favour this approach since they don't know what the CILP rate will be in their planning stage.

The more common method is for the municipality to calculate a general CILP rate that applies to all projects, or all projects in specific areas such as the downtown. The rate is based on the net cost of providing a parking space, calculated as:

- land and construction cost for a structure or surface parking lot depending on space availability in the subject area, minus;
- the present discount value of the net operating income per space during the expected lifespan of the facility; minus
- the present discounted value of the residual property value of the structure or lot, per space over a designated project timeframe.

The resulting CILP rate is therefore based on all parking costs minus all parking revenues over a set period of time. CILP is **recommended** for use in Downtown St. John's as the way to fund City development of structured parking in the core or contribute to joint development partnerships. The above-noted formula to set the CILP rate should use a 20 year amortization period to provide for a full cost recovery to the City considering the 20 year revenue generated by the parking supply. The CILP funds would be directed to a parking reserve fund. To make this tool effective in Downtown St. John's, the City would have to eliminate all policies and practices that provide for parking exemptions, reductions and waivers (see Section 7.9) in order to maximize the CILP charge potential.

CILP does not impose a cost on developers. Minimum parking requirements from the City's Development Regulations impose the cost, and CILP fees merely give developers an alternative

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to provide the required parking. If the in-lieu fee equals the cost of providing a parking space, then the developer is paying to comply with the parking requirement, just as would be done if actual parking spaces were provided. Some cities that use CILP decide to charge a rate that represents only a portion of the parking space construction cost as a way to encourage CILP use, thereby agreeing to subsidize the remaining cost. As a result, the fees vary greatly between municipalities that use CILP.

To initiate a CILP program, the City would have to determine the cost to be charged per stall. In reviewing CILP programs in other cities, there is not one common formula being used to calculate the cost per stall. However, one approach used by some cities is to calculate the cost based on estimate construction cost of parking stalls and the associated land value, factored by the size of parking area and discounted for the revenue potential of the parking over the lifespan of the facility. This results in the following formula:

Cost per stall = $(C_i + P/N) \times A_i \times 0.5$, where, in St. John's

C_i = \$950/m² for an above ground structure;

P = \$400/m² average land value in the downtown;

N = number of parking levels in a downtown structure is max 6;

A_i = average garage parking stall 3m x 5.7m + 30% circulation is 22.25 m²; and

0.5 reflects the revenue generating potential of the stalls to contribute to the cost.

The resulting CILP charge in Downtown St. John's using this formula would be \$11,300/stall. It is recommended that the City refine this rate through further study regarding specific conditions and costs in the downtown. While CILP charges vary greatly between municipalities, examples include between \$12,000 and \$16,000 for above-ground parking stalls in Ottawa, \$8,000 in Hamilton and \$25,000 in Calgary.

7.3.2 PARKING CASH OUT

This option provides a means of reducing weekday morning and afternoon off-street parking demand by providing cash incentives to employees to not drive to the downtown. This is an increasingly popular strategy in cases where parking is currently offered free of charge to employees, as with the City of St. John's, and where parking spaces are paid for separately by employers from the property owner. Using a Parking Cash Out program in Downtown St. John's starting with City Hall employees would offer a choice between free parking and a monthly cash benefit or free Metrobus pass. Those who select the monthly cash benefit can then apply it to purchase of a transit pass or arrange car-sharing. If a transit pass is provided, then the employee saves on the costs of operating a private automobile for their downtown commute.

Participants in the program allow the employer to sell the unused parking permits to the public, producing revenue from which the cash benefit or Metrobus passes can be funded. For example, if the monthly cash benefit is \$50, and the vacated parking stall is then leased for \$100 a month, the employer has \$50 to contribute to parking management such as a Guaranteed-Ride-Home Program for car-poolers, or to purchase transit passes as an option to the cash benefit. This also addresses the common inequity of providing benefits to those that drive (free parking) while not offering an equivalent benefit to those that do not.

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The program would be offered on a voluntary basis; with the incentive to those that use it being that they would save on other costs associated with operating their private automobile to and from work in the downtown (i.e. fuel cost). Since it is expected that many private employers do not provide employee parking, or charge for it when they do, it is **recommended** that the City of St. John's begin with a Cash Out Pilot Program at City Hall to set a positive example for this type of financial tool.

7.3.3 IMPROVED PARKING ENFORCEMENT

Improving parking enforcement does not suggest that current practices in Downtown St. John's are lacking, but that parking regulations and pricing requirements will need to be enforced more frequently, more effectively and more considerably as more parking supply is added. Improving enforcement and control is **recommended** to support parking management by increasing regulatory and pricing effectiveness. As parking management activities expand, so too should enforcement activities. See Section 7.5.2 for some recommended tools to improve the infraction management and payment processes at the City.

7.4 Role of Transit

Metrobus service has an extremely important influence over the provision and management of parking in Downtown St. John's. The City already has Municipal Plan policies and associated transportation and transit plans to increase transit ridership in the City, that in turn would potentially reduce the demand for parking within the Downtown.

To implement a successful park and ride program as discussed in Section 7.2.4, express transit routes would assist in attracting more commuter ridership, thereby reducing commuter parking demand in the downtown. Current Metrobus transit services are also missing markets in key outlying communities so that about 35% of travelers to and from the downtown reside in these communities without transit service. Express service from key communities both within and outside the City of St. John's could attract potential transit ridership from among commuters willing to pay for comfortable, speedy service into the downtown. Ridership on such service could decrease long-term parking downtown and monthly permit demand within the parking system, freeing up space for shoppers and other users.

This option is already tied to the Metrobus 5-Year Service Plan that recommends a route network and service plan to improve transit service and attract more ridership. Based on the stakeholder interviews and public input to this study, there will be some skepticism about the attractiveness of public transit to influence downtown parking management. However, because transit as an alternative form of transportation in the City is supported by City policies and plan, it's expanded role in downtown parking management is **recommended**.

7.5 Parking Pricing

7.5.1 PUBLIC PARKING RATES

Parking pricing is a very effective tool for managing the turnover and resulting availability of on-street parking spaces, so that these spaces can maximize the number of vehicles they accommodate daily. This tool can be effective where and when curb spaces are currently over utilized as is the case in Parking Areas 1 to 9 of Downtown St. John's, or underutilized as occurs in Parking Areas 10 to 14. Demand-responsive pricing is increasingly seen as the most

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promising means of maintaining parking availability. Effective pricing can potentially produce availability at all times in all places by maintaining high rates of utilization while discouraging complete saturation of the parking inventory. This also provides the benefit of capturing the real value of high-demand spaces, and turning that value into revenue to be reinvested into the downtown parking supply. At the same time, it allows low-demand spaces to remain as a lower-cost option.

As stated previously in Section 5, setting the price of parking involves much more than just revenue generation because it can address a number of transportation objectives. However, increasing the price of parking typically receives mixed public responses. Some like the idea of charging more for the most attractive spaces, while many others complain that any price increase is a “cash grab” and will drive visitors/customers away from Downtown to the free parking of the suburban shopping malls.

Guiding Principle #7 set for this study states that the City should apply:

“a parking pricing and infraction cost structure that is more responsive to current conditions and costs as used in comparable municipalities”

In response to this principle, plus the patterns of parking utilization and turnover in the downtown, the need to use this available parking supply as efficiently as possible and in considering the role of parking pricing as a TDM mechanism, the following two changes are **recommended** to parking pricing in Downtown St. John's:

- Introduce variable on-street meter parking rates by increasing the on-street meter cost. Comparative examples in Section 5 show that the \$1.00/hour rate in Downtown St. John's is the lowest. On the high demand Water and Duckworth Streets in Parking Areas 1 to 9, an increase to \$1.50/hour is recommended with the current maximum time limits to reflect the current value and high demand for this premier parking. All other City meters in the downtown should be increased to \$1.25/hr to also reflect the higher demand for convenient on-street parking throughout the downtown, and to adjust the cost in line with comparable cities.
- Increase the cost of all City-owned permit parking in the downtown from the current \$60/month to \$100/month to reflect the true value of off-street lots and garages today in Downtown St. John's. Also, the current monthly adult transit pass cost is \$70/month, so permit parking must be higher to make transit more attractive and grow ridership. Consideration should be given to a reduced cost option on City permits of \$70/month for carpooling, requiring a minimum of three (3) vehicle occupants. Compliance would require regular monitoring by parking enforcement staff and may be difficult to enforce.

As noted in Section 7.2.1, increasing the overall value of downtown parking could also provide a financial incentive for owners of vacant and underdeveloped properties to turn these sites into interim off-street surface parking. Conversely, if such a property owner is not interested in this approach, the added parking value could support the City in leasing the property for a designated period (i.e. 5 years) and improve it as an interim parking lot with pricing made on a full cost recovery basis.

7.5.2 INFRACTION COSTS AND PAYMENT

Fines for parking infractions must be high enough and enforced frequently enough to motivate motorists to follow regulations, not risk getting a fine and pay fees if fined. However, they must

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not be so high to be considered excessive or unfair. If fines are too low, some motorists may not follow regulations and simply treat them as a parking fee. Fines are typically 2-5 times the downtown daily parking rate. Generally, the greater the difference between the parking rate and price of a fine, the less the chance of the parker deciding to take a risk and let a meter expire or other violation.

In Downtown St. John's, all parking infraction fines should be reviewed, and increased where needed to bring St. John's fines in line with the comparison cities reported in Section 5. Three infractions that clearly merit an increase in the fine are:

- increase the Expired Meter violation from the current \$15 to \$25 in response to the recommended increase in meter costs and the value of this premier parking supply, with the higher cost equating to 2.5 times the daily parking rate at meters costing \$1.25/hour (compared to less than double today);
- increase the No Parking: Fire Lane violation from the current \$30 to \$50 in response to the need to maximize public safety in the downtown; and
- increase parking in an Accessible Parking space without a permit from the current \$75 to \$100 in response to the rights of the disabled to have accessible parking spaces available for their exclusive use.

Parking citations are issued manually by parking enforcement staff, with about 70,000 tickets issued in the City last year according to City staff. Currently on a \$15 fine for example, payment is made to the City with \$7.00 sent to the Province for processing, so the City receives \$8.00. With electronic ticket writers, the City would be able to collect its own fine revenue within a prescribed time frame (usually maximum 30 days). Under that mechanism, if payment is made within this time frame, the ticket does not have to be forwarded to the Province along with the processing fee, so the City retains the full amount.

This process allows for an incentive to be provided for early payment. Once again using a \$15 fine, an early \$10 payment option to the City could be provided for the first week. After 30 days the ticket is sent to the Province with the \$7.00 processing fee, leaving the City with \$8.00. In other words the City can offer an early payment option and still retain more of the fine than transferring it to the Province for payment. With the use of electronic ticket writers, the Province also benefits from using electronic data with less data entry costs.

Using electronic ticket writers, the public can also be provided the convenience of paying parking fines on-line on the City's web site as is now commonly done in most cities. With this hand-held ticket writer equipment, enforcement staff would be able to issue tickets in a more efficient manner and not linger around having to "write up" an infraction. The ticket information would be automatically downloaded each day from each hand-held device as it re-charges.

If on-line payment is made available, problems can occur when early payment is made near the end of the seven day period, but is not registered as paid until after, thereby requiring the payee to pay the full amount of the fine. This timing difference between on-line payments made versus payments registered can lead to complaints from the public.

In conclusion, this study **recommends** continuation of a 7-day early payment option with reduced infraction fines, but that all fines be reviewed and increased where appropriate including the three types of infractions noted above.

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7.5.3 EVENING PARKING

Consideration was also given to extending on-street meter costs into evening hours (6:00 PM-10:00 PM) as a means of managing the overall downtown parking inventory, and shifting on-street demand to off-street facilities at times when parking demand is high, for example in the vicinity of Mile One Stadium on the evening of a major attraction, or in the George Street area. As shown in **Appendix B**, the on-street parking utilization in most Parking Areas west of Prescott Street (1, 3, 5, 6, 7) actually peaks at 100% or remains high after 5:00 PM-6:00 PM owing to the vibrant nightlife in Downtown St. John's. In most cities with limited evening attractions in their downtowns, evening free parking is a way of encouraging evening visitors. In cities with active nightlife like St. John's, consideration can be given to charging for the high parking demand after 6:00 PM.

Extending meter hours could stabilize on-street demand during the evening, freeing up some spaces and relieving traffic on popular blocks. With surplus evening capacity available in off-street facilities, parkers would still be able to find spaces, so no parker would be turned away due to lack of space. Supporters of this strategy feel that eliminating free evening on-street parking opens up off-street parking opportunities for visitors. Others see this as an equity issue, feeling that people should have to pay for parking that is in demand, whether it is at night or during the day. Some stakeholders in St. John's also feel that daytime parkers currently "subsidize" evening parking by providing the majority of overall parking revenues. They add that the City's provision of free evening parking after 6:00 PM is a disincentive for private parking operators to incur the costs of providing evening parking, even for Mile One Centre events.

It is understood that any time a charge is introduced for a previously free service in the downtown, businesses will object. However, this report **recommends** that adding even a \$2.00 flat rate for evening metered parking after 6:00 PM should be considered by the City and DDC in areas of highest evening demand. Another option would be to charge a reduced hourly rate after 6:00 PM for the 4 and 8 hour meters on the Coves and along Harbour Drive.

7.6 Parking Signage / Way-Finding

An effective wayfinding and parking signage program not only increases the efficiency of existing parking supplies, but makes it easier for users of all modes to find their way around downtown. Downtown businesses often feel that their customers do not know where to find off-street parking when on-street spaces are unavailable. It is generally held in traffic planning that in average daytime conditions, about 30% of downtown traffic is circulating to find parking. Pedestrian and bike advocates also support the idea of making it easier to find bike parking or estimate the walking time between destination points.

Parking signage and wayfinding refers to information for travelers about directions to parking, parking availability and regulations and price. Many parking problems result in part from inadequate user information. User information can be provided by signs, maps, brochures, websites, and electronic guidance systems. It is particularly useful if there is a perceived parking shortage, although spaces are actually available in an area. It is generally held that based on driver perception, drivers consider parking lots to be full when they are about 85% occupied.

The Terms of Reference for this study requires that existing parking signage throughout the downtown be evaluated in terms of clarity, effectiveness and enforceability, and to recommend changes as required. The study found that the supply and location of parking regulatory signage in Downtown St. John's is appropriate and adequate to meet parking requirements. It also found that signage denoting what are public and private off-street parking areas is not

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always clear in the downtown, and could use a more consistent sign pattern, colour and message for each type.

The Terms of Reference also requested that the study consider the need for signage to clearly identify the location of commercial parking facilities and other information motorists might require. In response, Downtown St. John's does not offer off-street parking hidden behind buildings and off back alley, so current signage at parking lots and garages is adequate. However, there is limited wayfinding signage to direct drivers to the more peripheral lots and metered streets. A comprehensive signage system for both drivers and pedestrians would serve to make people aware of all parking options.

Parking wayfinding should not be implemented in isolation. Rather, the look of and approach to parking wayfinding should be coordinated with other signage, such as gateways signs and other destination signs. In general, urban wayfinding signs must:

- Be attractive;
- Direct motorists, cyclists and pedestrians to smaller destinations;
- Be part of an overall city identity;
- Provide direction over very small distances at lower speeds;
- Compete with street, regulatory and storefront signs for the attention of the motorist/pedestrian; and
- Be planned and designed with a consistent set of standards.

Examples of different levels of signage are provided below. This study **recommends** that the City of St. John's has an opportunity to develop a comprehensive signage and wayfinding program for its downtown.

7.7 Special Parking Zones

The four types of special parking zones provided on Downtown St. John's streets are:

- Disabled (Accessible) Parking
- Loading/Unloading Zones
- 15 minute Parking
- Bus Stops

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Exhibit 7.1: Examples of Wayfinding Signage

 <p><i>District Level Parking Signage</i></p>	 <p><i>Destination specific parking signage</i></p>
 <p><i>Standardized parking lot/space signage</i></p>	 <p><i>Pedestrian-oriented signage</i></p>

The current provision of these special parking zones appears adequate for the downtown, and no related issues or complaints from the stakeholders or public were received on this subject during this study. Consideration was given to reducing some special parking zones, namely the loading/unloading parking and 15-minute parking in favour of more standard on-street parking meters. However, it was concluded that such removal would create other loading/unloading problems along the downtown streets, resulting in potential traffic congestion and reduced service to many downtown businesses.

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The study only **recommends** that regarding special parking zones, to consider locating loading/unloading zones at the ends of street blocks rather than mid-block locations which are more convenient for visitors and shoppers. Also, bus stops should always be located at the ends of street blocks.

7.8 Parking and Street Maintenance

One of the main seasonal challenges to the maintenance of the downtown's on-street parking supply is the removal of snow. When large snow accumulation has not yet been removed, it can fill parking stall on one or both sides of downtown streets until removed by the City. Similarly, sidewalk clearance by abutting property owners, as required by the City's Snow Removal Bylaw, can sometimes spill over into abutting on-street parking spaces, making them unusable until the City removes the snow.

This study considered whether removal of snow on downtown streets could be made more of a priority to ensure there is no temporary snow-related loss of on-street parking supply. However, current City practice already has the main arterial streets in the Downtown, namely Harbour Drive, Water Street, Duckworth Street and New Gower Street as designated Priority #1 for snow and ice removal, and the connecting coves and streets are typically Priority #3 with snow removed once the main Priority #1 streets are widened and only overnight. There are no regulations with regarding to snow removal on downtown streets, and it is conducted on an as-required basis using these priorities.

7.9 Planning Policy

As introduced in Section 1.2, planning policies are found in the City's Municipal Plan, and provisions in the Development Regulations that impact the location and supply of all parking within Downtown St. John's. In order to make the recommendations of this Downtown Parking Management Plan achievable and successful, the following essential changes are **recommended** to these policies and provisions:

- Remove/repeal the Parking Exemption Area policy in Section 2.2.10 of the Municipal Plan. This policy covers the entire downtown study area, and allows new building construction and redevelopment with a floor area ratio (FAR) of less than 3.0, and land use changes to occur in existing downtown buildings without the provision of off-street parking. This policy stems back to a time when Downtown St. John's was under stress in terms of growth and development, and this policy represented one of a number of incentives to attract downtown investment. Based on current and expected future growth conditions in the downtown over the next 15 years, the need for and usefulness of this policy is no longer required in Downtown St. John's. Conversely, continued reliance on this policy is expected to reduce the potential supply of additional off-street parking provided through downtown development by about half based on the City information and assumptions provided in Section 6 of this report.
- Amend the Downtown Building Control policy of the Municipal Plan to expand the potential for downtown development with an FAR of more than 3.0 and building height above 4 storeys. This is an important consideration in the design of new or expanded downtown buildings since in areas where underground parking cannot be provided owing to the water table, it is financially restrictive for a developer to include structured parking in a building if limited to 4 storeys of height.

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- Remove/repeal Section 9.1.2 Special Parking regulations of the Development Regulations on:
 - (1) Parking Relief*
Council may relieve an applicant of all or part of the parking required under Section 9.1.1 provided that the applicant is able to show that because of the particular characteristics of the Development the actual parking requirements within the foreseeable future are expected to be lower than those required by City standards. (1995-07-28).

Replace this provision with a new Cash-In-Lieu of Parking provision described in Section 7.3.1 of this report.

- Remove/repeal Section 9.1.2 Special Parking Regulations of the Development Regulations on:
 - 2) Parking Exempt Area*
Council shall not require any parking in accordance with Section 9.1.1 for a Development with a Floor Area Ratio of 3.0 or less in this area as outlined on Map D of Section 3 –“Parking Exempt Areas”. Within the Parking Exempt Area any Development which involves the extension of an existing Building, or the construction of a new Building in excess of a Floor Area Ratio of 3.0, shall provide one parking space per 90 m² of net Floor Area

Replace this provision with no parking exempt area, and the requirement for provision of off-street, on-site parking as per Section 9.1.1. General Requirements of the Development Regulations.

- Amend Section 9.2 of the Development Regulations that allows that:
 - (4) The Director of Planning or designate may exempt a Development, except an Infill Housing Development, from the requirements of Subsection 9.2.1(3) provided: (2004-04-02)*
 - (a) the Lot accommodating the Parking Area shall be located not more than 200 metres from the Lot on which the Use requiring the off street parking is located; and*
 - (b) the Lot accommodating the Parking Area shall be used only for off street parking for the Use to which it is accessory, as long as the Use remains in operation or requires the Parking Area. (1998-02-05)*
 - (5) A Parking Area and an adjoining driveway shall be paved and shall provide drainage, lighting, curbs and landscaping in accordance with requirements of Council*

Add to this provision the use of CILP as an option to locating required parking within 200 metres of a lot requiring off-street parking, and at the direction of the Director, require the option of providing no lighting, curbs and landscaping for a Parking Area and driveway.

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7.10 Recommended Downtown Parking Management Strategies

Recommended Tools	Year 0-5	Year 5-10	Year 10-15
1. Maximize On-Street Parking Supply: Revert on-street permit parking on Duckworth Street to public metered parking Modify Residential Parking Program to allow shared on-street parking from 9 AM to 5 PM at selected locations	√ √		
2. Increase Off-Street Parking Supply: Investigate/encourage off-street parking as interim land use Encourage joint development of structured off-street parking Plan for City development of off-street parking structure	√ √	√	√
3. Establish Park & Ride Service with Metrobus	√		
4. Initiate New Financial Tools: 4.1 Initiate CILP Program 4.2 Initiate Parking Cash Out Option for City Hall Employees 4.3 Improve Parking Enforcement	√ √	√	
5. Extend Transit Service Routes		√	
6. Update Parking Pricing: 6.1 Increase City Permit Cost and Meter Parking Cost in Prime Areas 6.2 Review infraction costs and increase selected fines 6.3 Update ticketing equipment and payment methods 6.4 Initiate flat rate weekday evening parking rate after 6PM on Coves and Harbour Drive	√ √ √ √		
7. Initiate Comprehensive Signage and Wayfinding Improvement Program		√	
8. Special Parking Zones Adjustment	√		
9. Revised Planning Policies: 9.1 Replace Parking Exempt Area with CILP 9.2 Expand Downtown Building Control provisions with FAR 3+ and 4 storey + opportunities 9.3 Remove Parking Relief, Parking Exempt Area from Development Regulations and reduce interim off-street parking lot design requirements.	√ √ √		

CITY OF ST. JOHN'S AND ST. JOHN'S DEVELOPMENT COMMISSION
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APPENDIX A

STAKEHOLDER INTERVIEWS

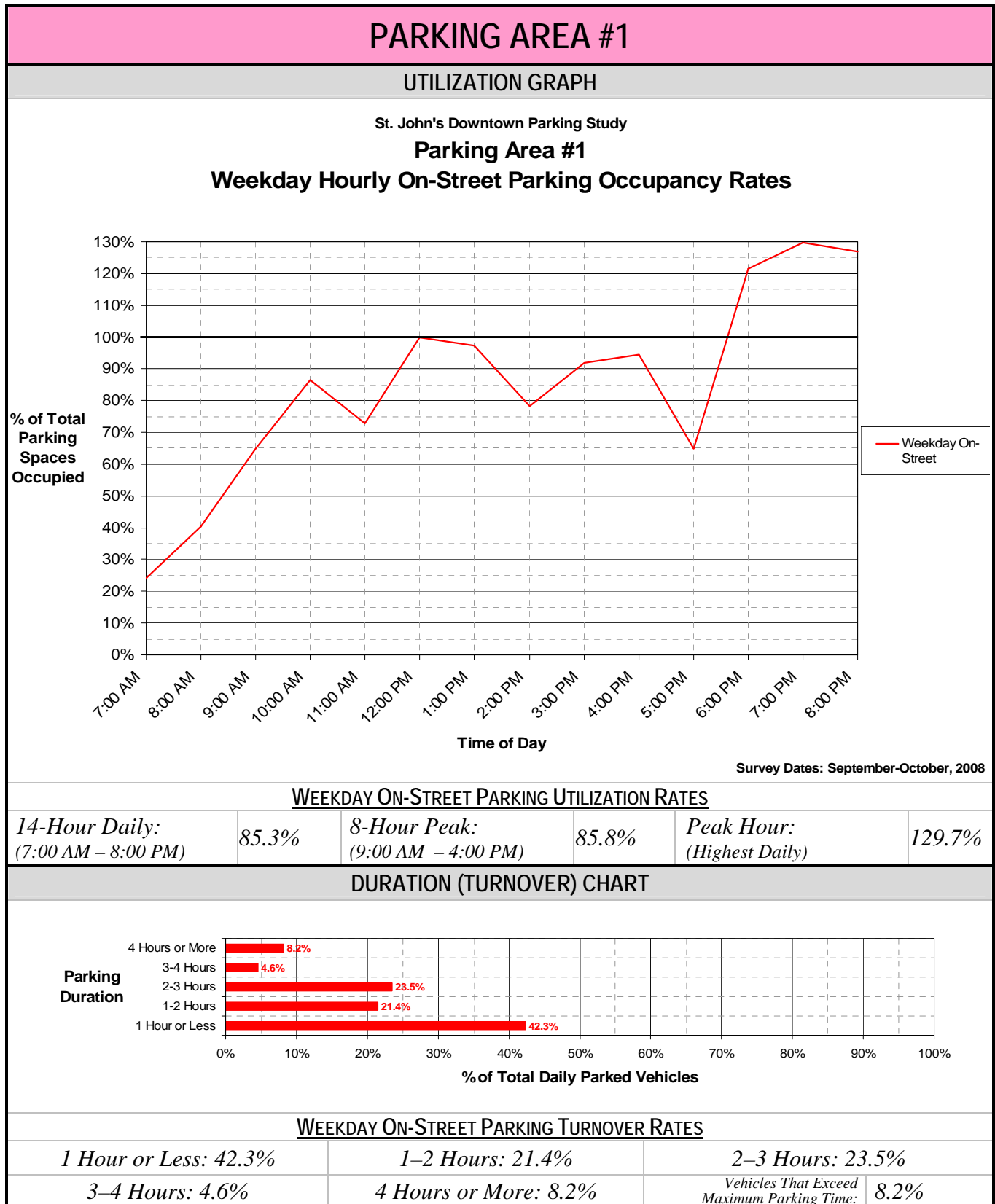
CITY OF ST. JOHN'S AND ST. JOHN'S DEVELOPMENT COMMISSION
DOWNTOWN ST. JOHN'S PARKING STUDY

APPENDIX B

PARKING AREA AND STREET SURVEY PROFILES

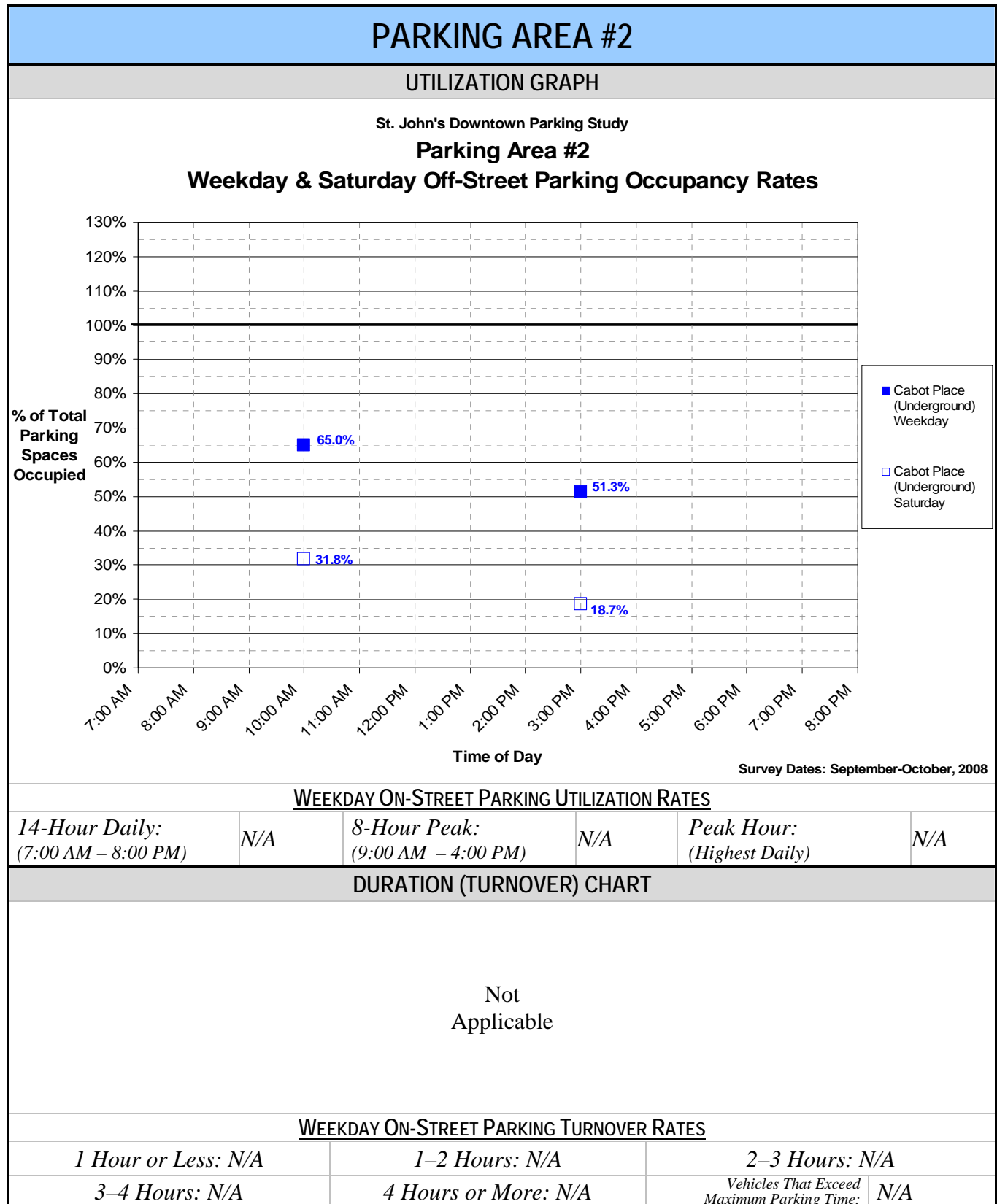
PARKING AREA #1		
BOUNDARIES		
<u>East:</u> Waldengrave Street		<u>West:</u> Hamilton Avenue
<u>North:</u> New Gower Street		<u>South:</u> Water Street
ON-STREET PARKING		
<i>Total Parking Spaces: 37</i>	<i>Metered Parking Spaces: 37</i>	<i>Permit Parking Spaces: 0</i>
<u>LOCATIONS</u> New Gower Street, George Street West, Water Street, Springdale Street		
<u>TYPE</u> 4 Hour Meters		
OFF-STREET PARKING		
<u>FACILITIES/LOTS SURVEYED</u> ▪ None		
AREA MAP		
<p>The map shows a residential area with several streets. New Gower Street runs diagonally from the top left to the bottom right. Springdale Street runs diagonally from the top right to the bottom left. Water Street runs horizontally across the bottom. Other streets include Waldengrave Street, Hamilton Avenue, George Street West, and several smaller streets like Brennan Street, Hutchings Street, Buchanan Street, Prince Street, and Casey Street. A legend in the bottom right corner indicates meter types: 2 Hour Parking Meters (blue), 4 Hour Parking Meters (cyan), and 8 Hour Parking Meters (green). The map shows that 4-hour meters are located along New Gower Street, Springdale Street, and Water Street.</p>		

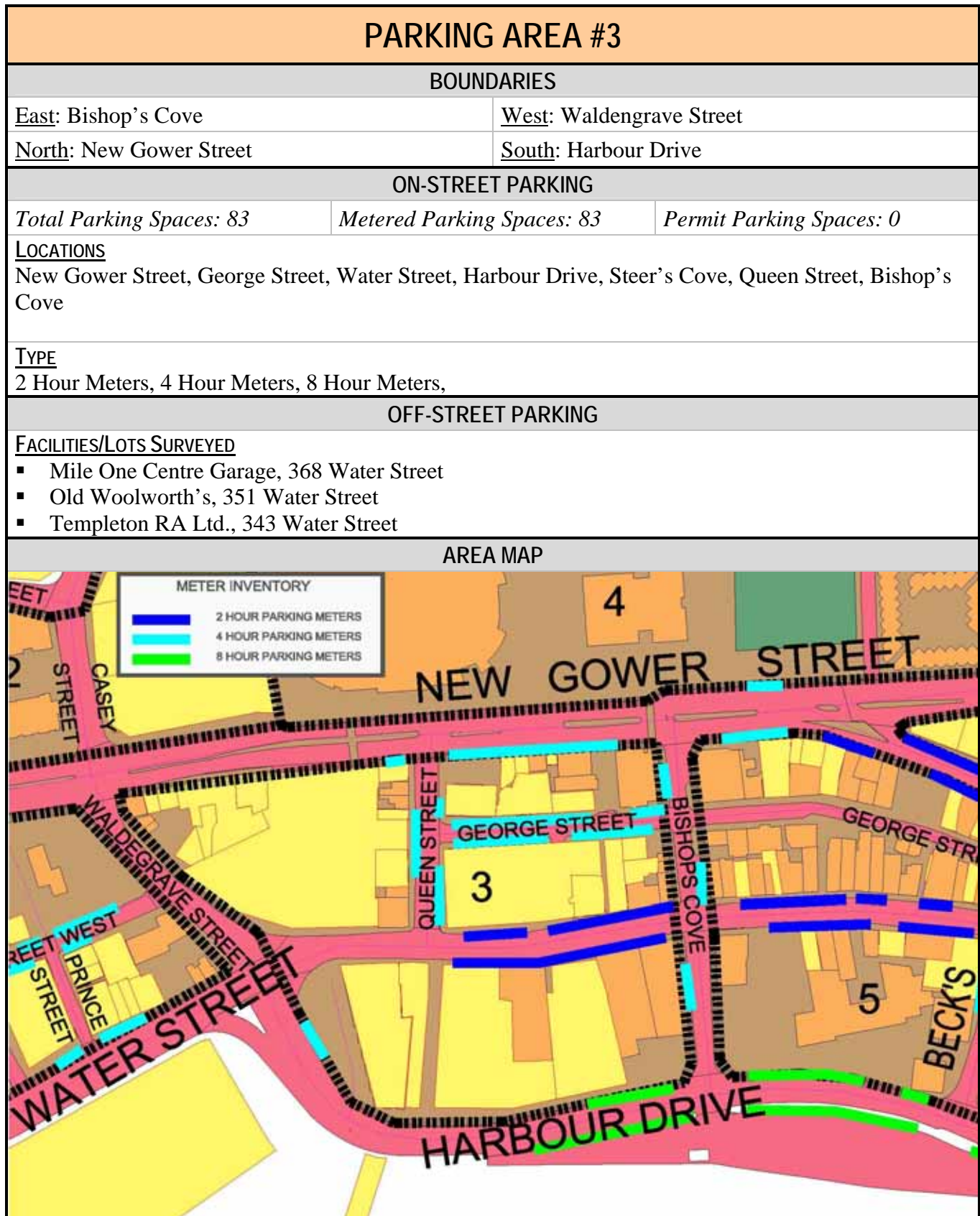
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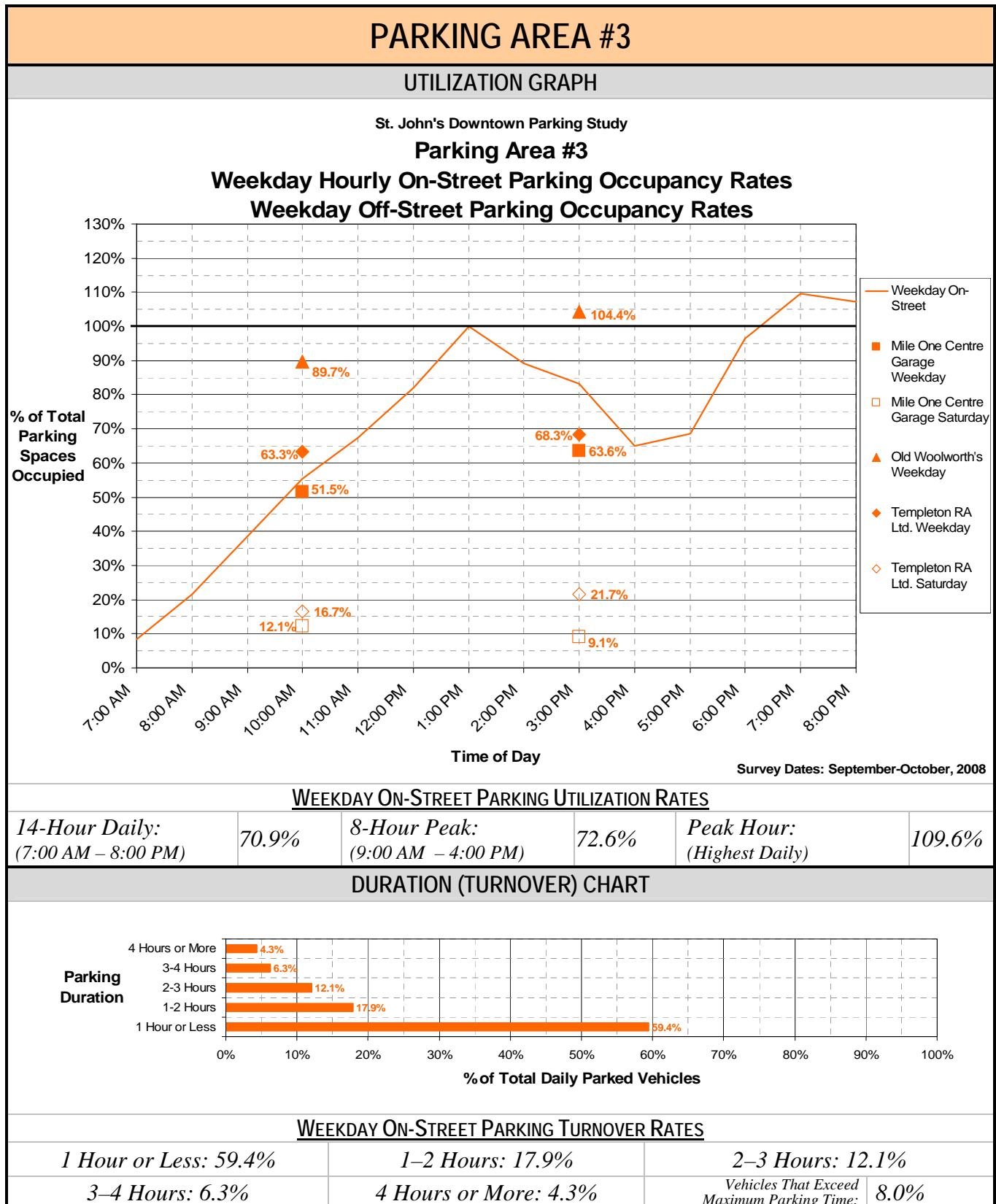
PARKING AREA #2		
BOUNDARIES		
<u>East:</u> Mile One Centre		<u>West:</u> Spring Street
<u>North:</u> John Street / Casey Street / Barter's Hill		<u>South:</u> New Gower Street
ON-STREET PARKING		
<i>Total Parking Spaces: 0</i>	<i>Metered Parking Spaces: 0</i>	<i>Permit Parking Spaces: 0</i>
<u>LOCATIONS</u>		
N/A		
<u>TYPE</u>		
N/A		
OFF-STREET PARKING		
<u>FACILITIES/LOTS SURVEYED</u>		
<ul style="list-style-type: none"> ▪ Cabot Place, 100 New Gower Street 		
AREA MAP		
<p>The map displays a residential area with several streets. A legend titled 'METER INVENTORY' indicates that blue lines represent 2-hour parking meters, cyan lines represent 4-hour parking meters, and green lines represent 8-hour parking meters. The map shows a network of streets including Gilbert Street, Dunford Street, John Street, Casey Street, Brazil Street, McFarlane Street, Flower Hill, Barter's Hill, New Gower Street, Spring Street, Waldegrave Street, Buchanan Street, Hutchings Street, and Lane Street. A large yellow area is labeled '2' and is bounded by John Street, Casey Street, and New Gower Street. A dashed line runs along the southern boundary of this area, following New Gower Street and Spring Street.</p>		

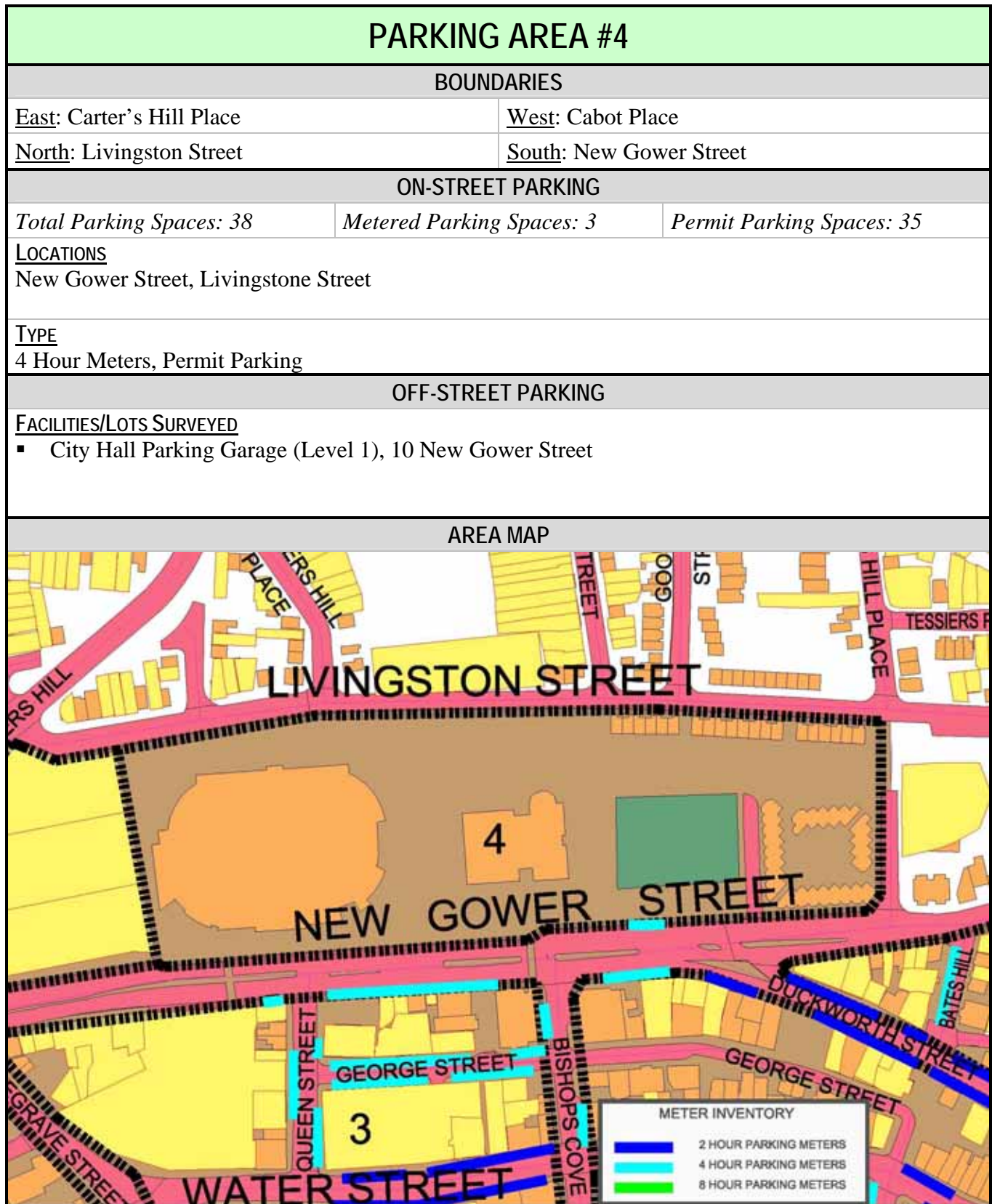
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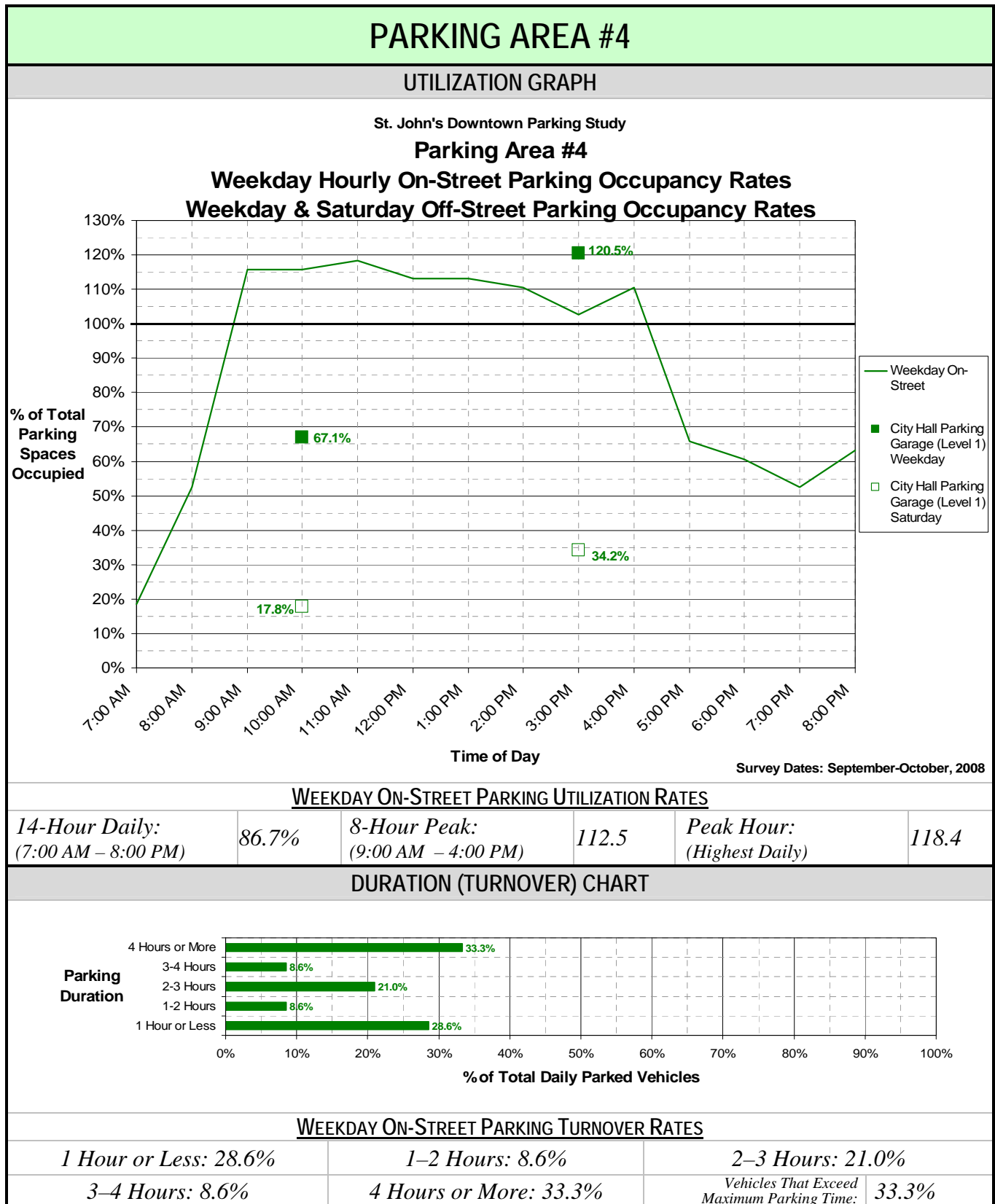


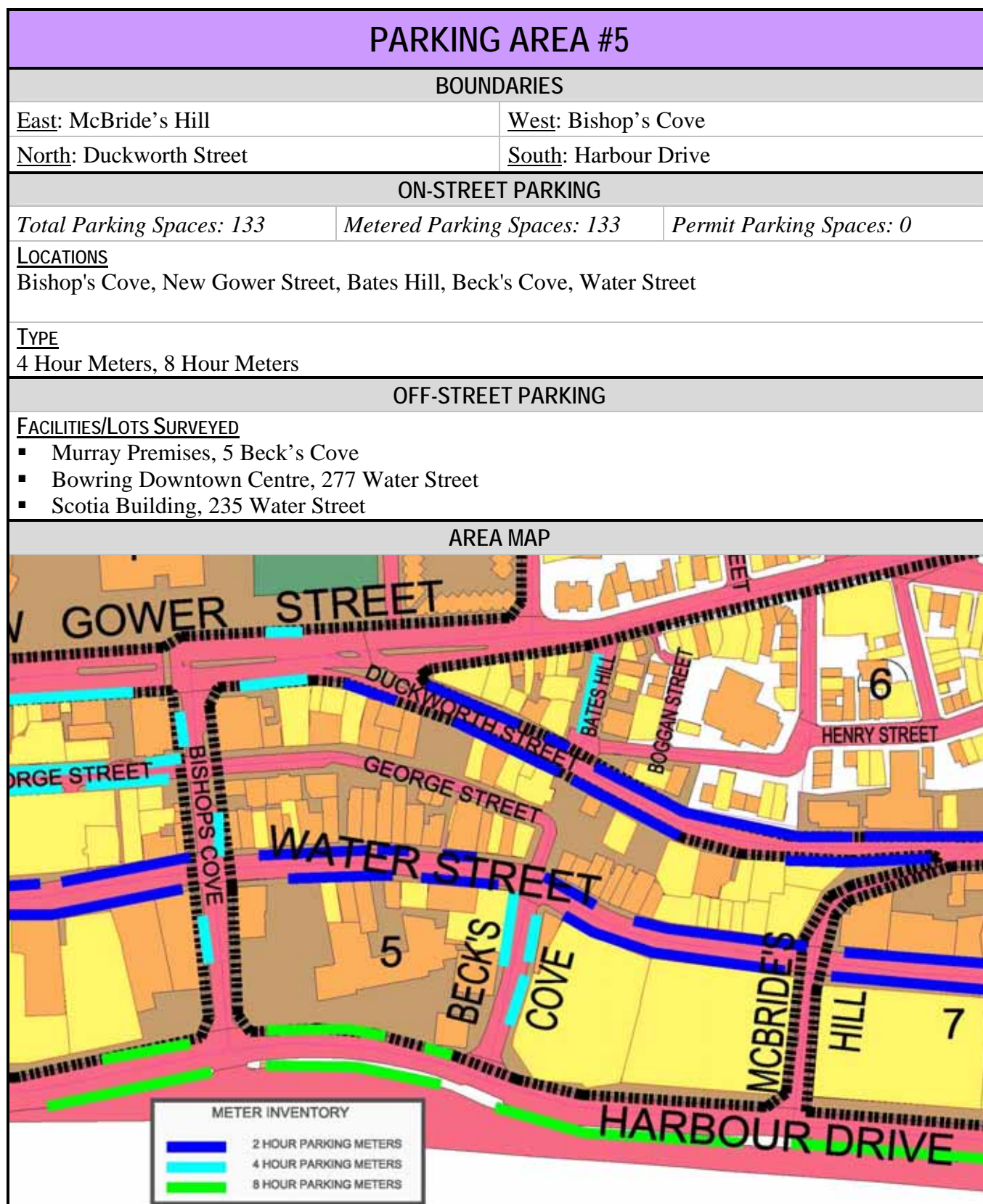
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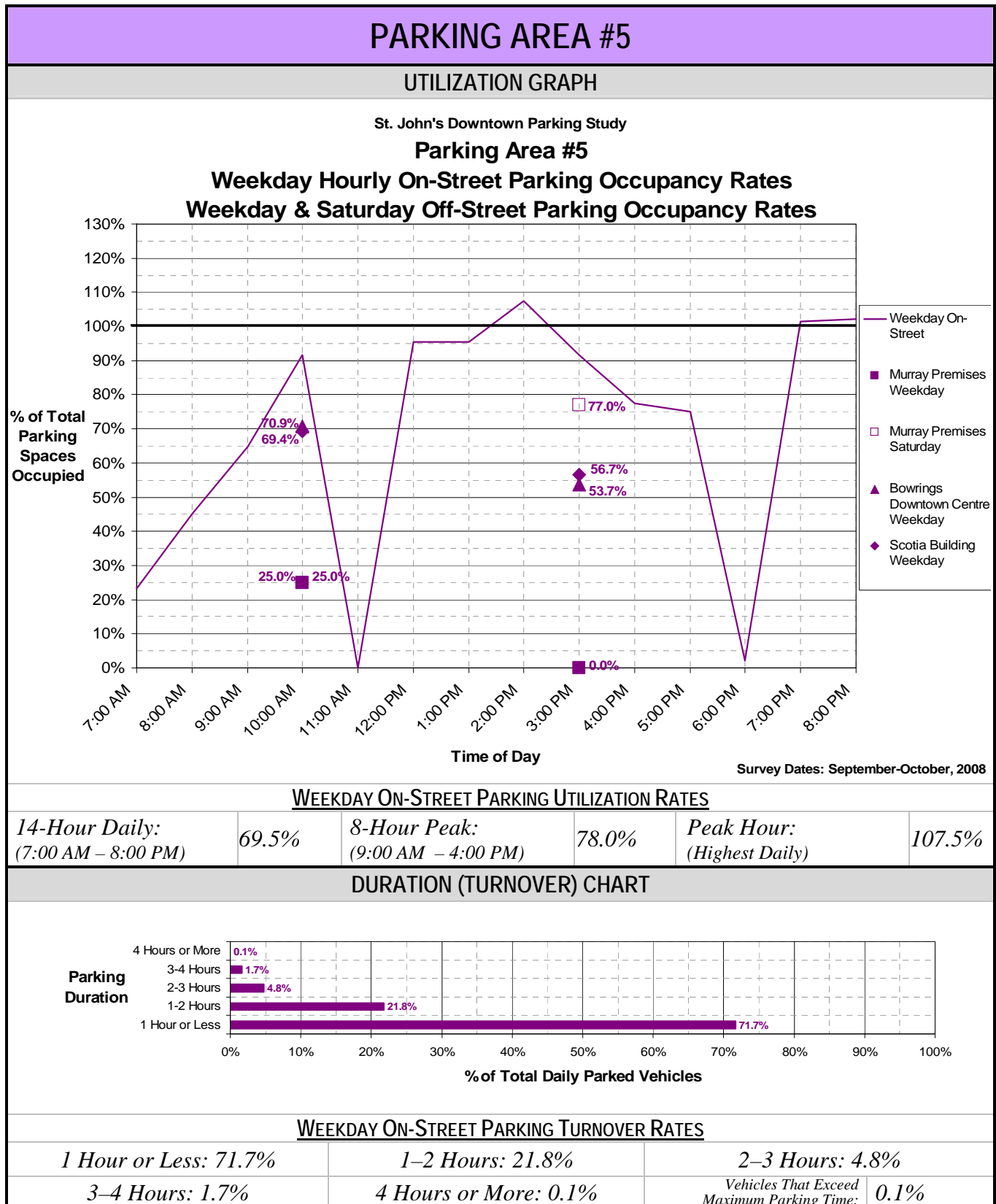


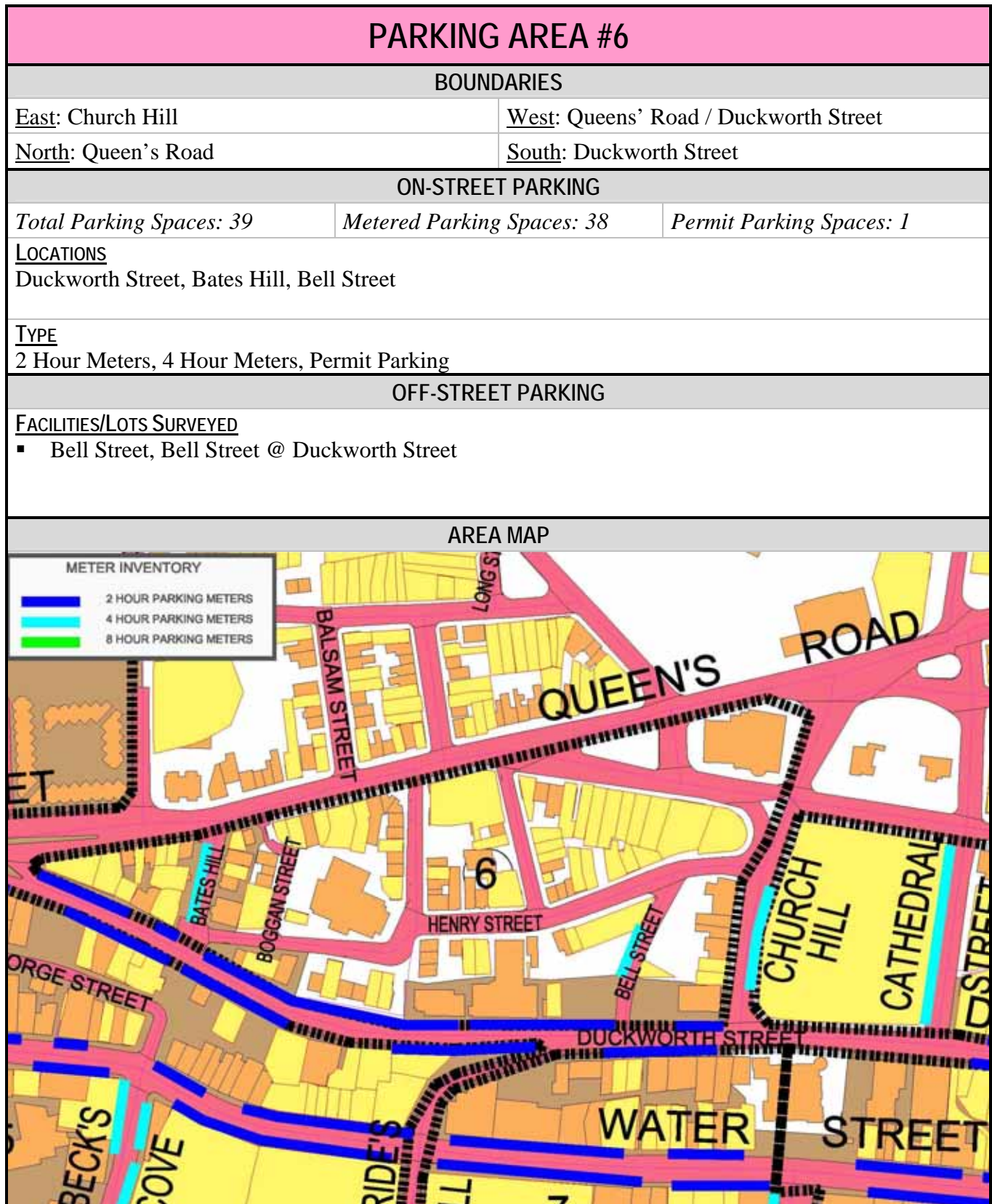


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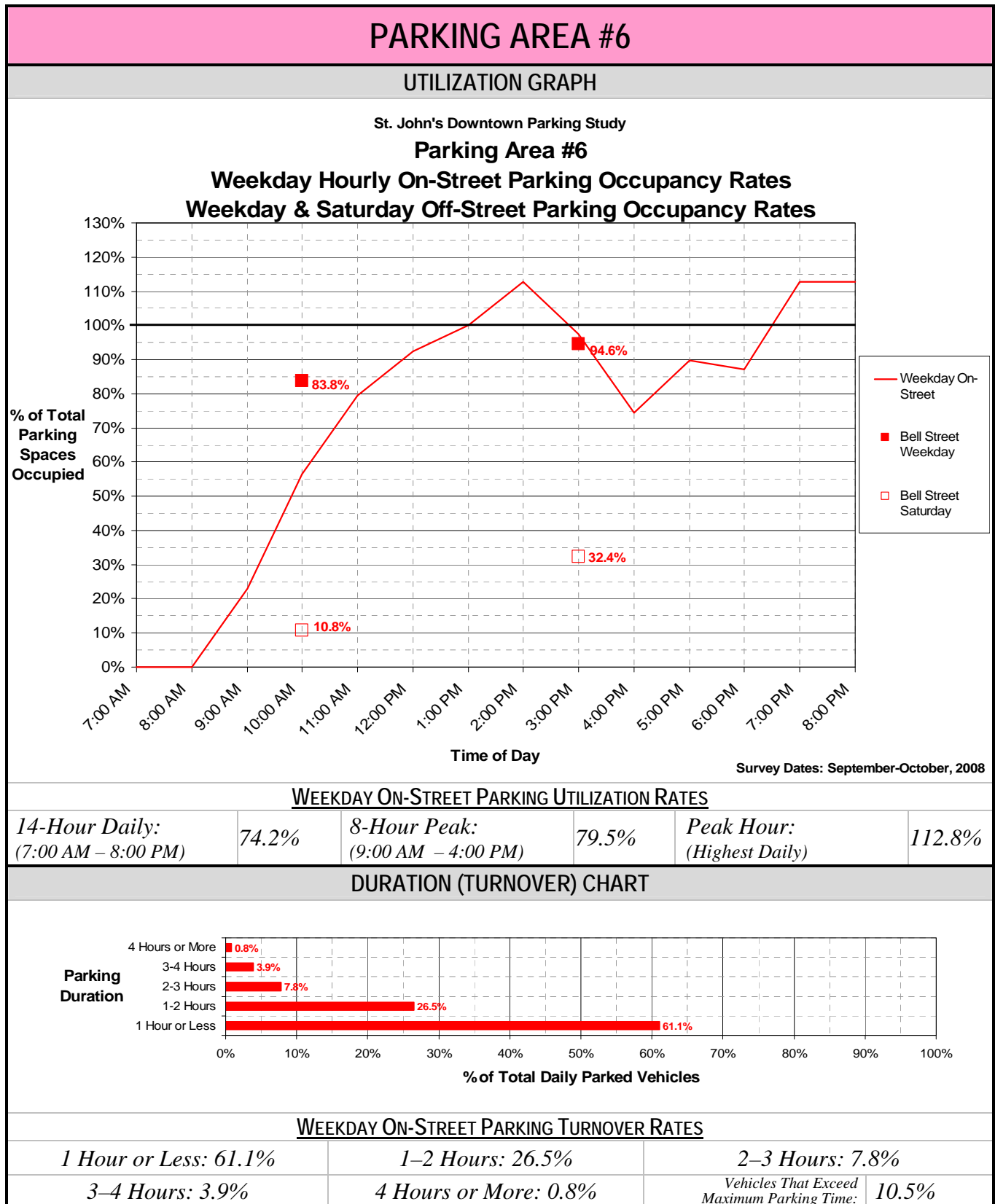


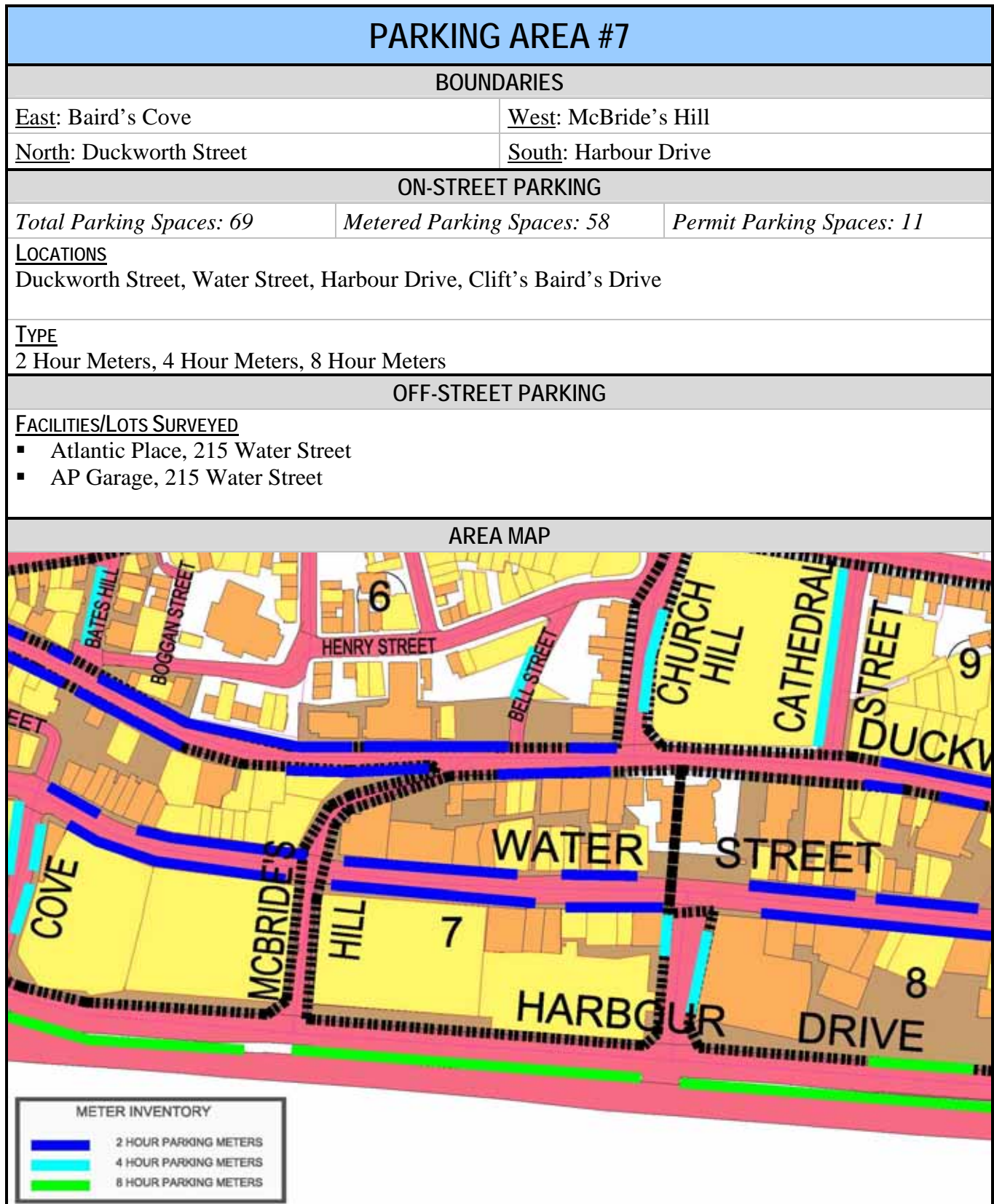


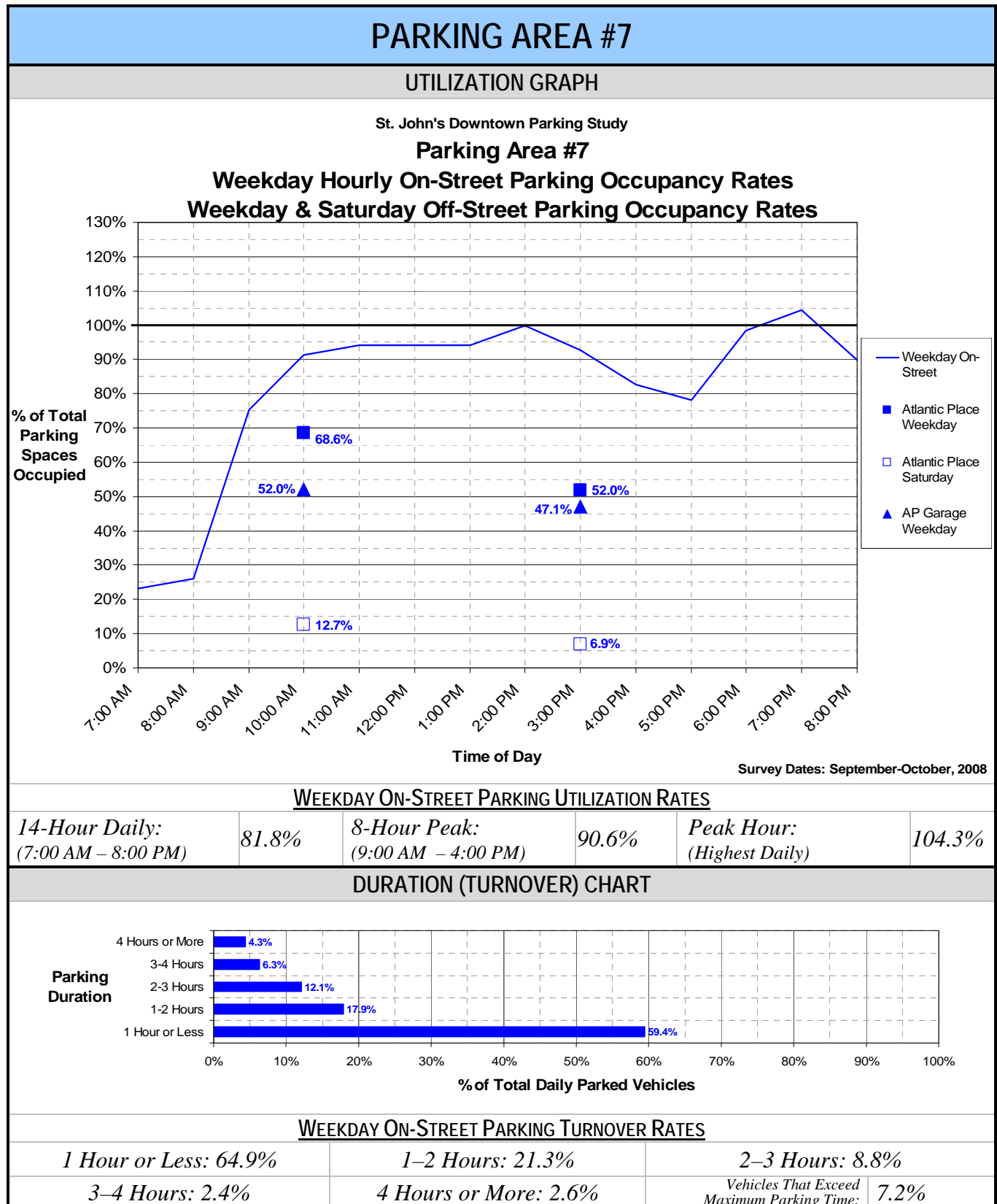


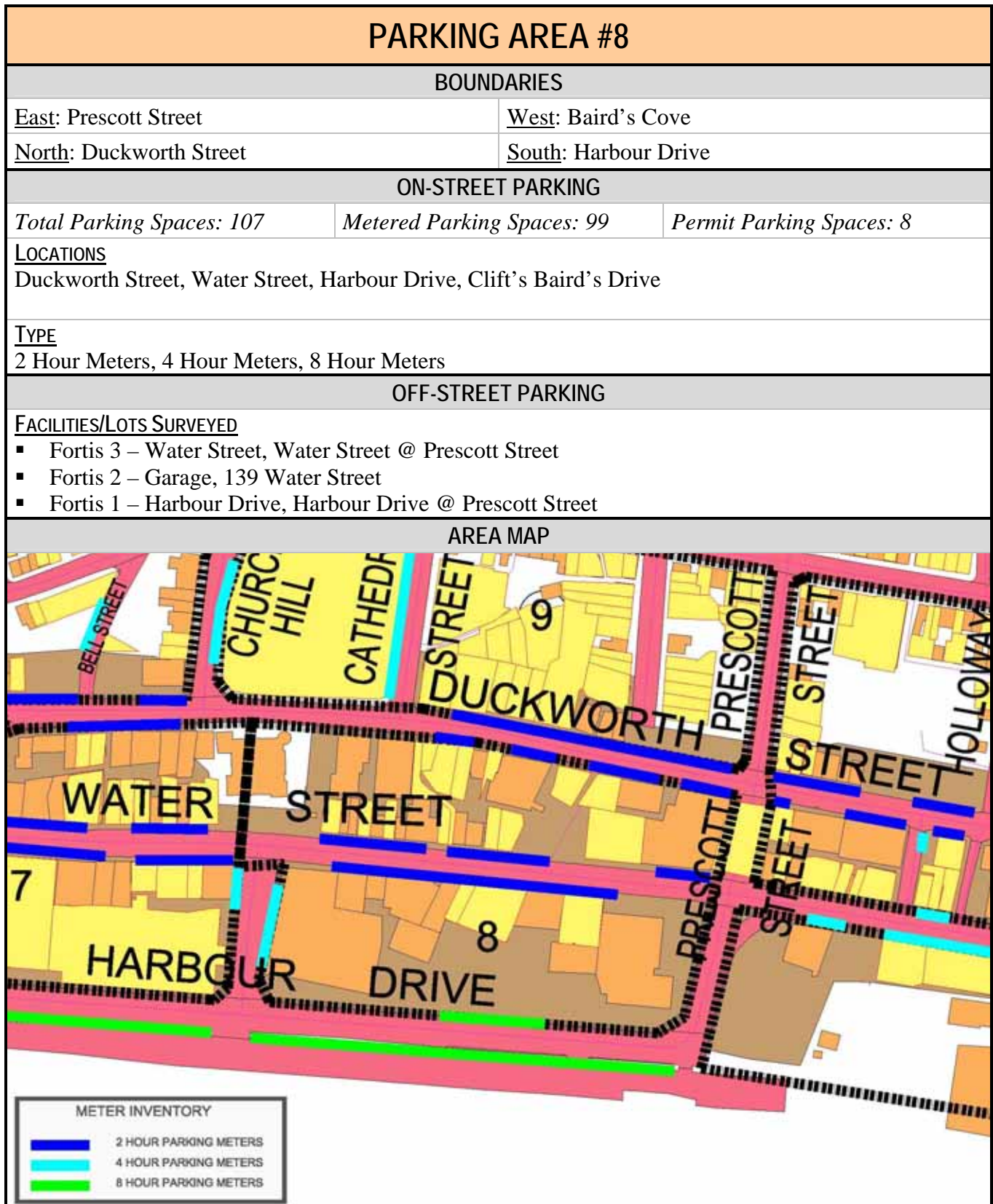


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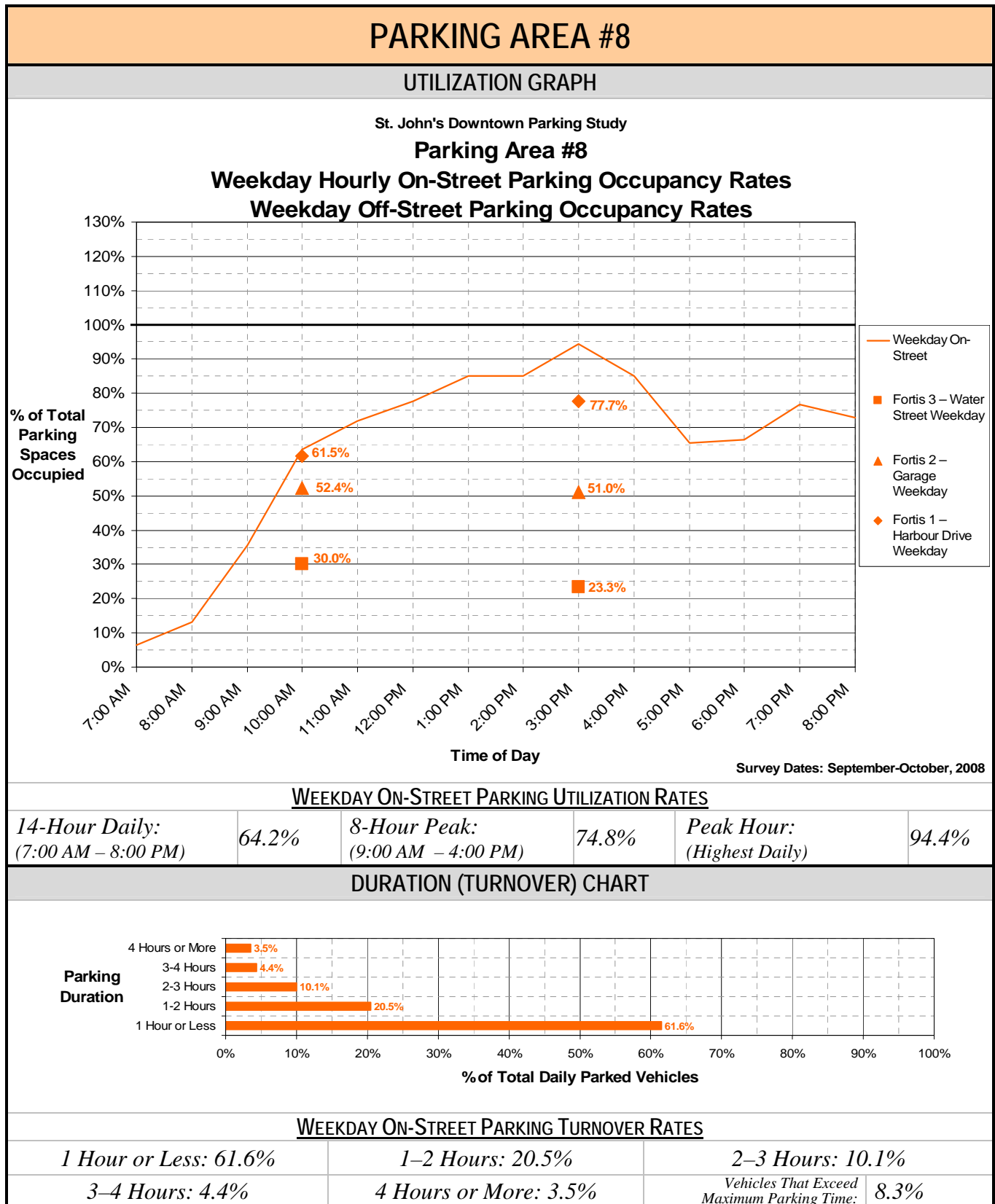






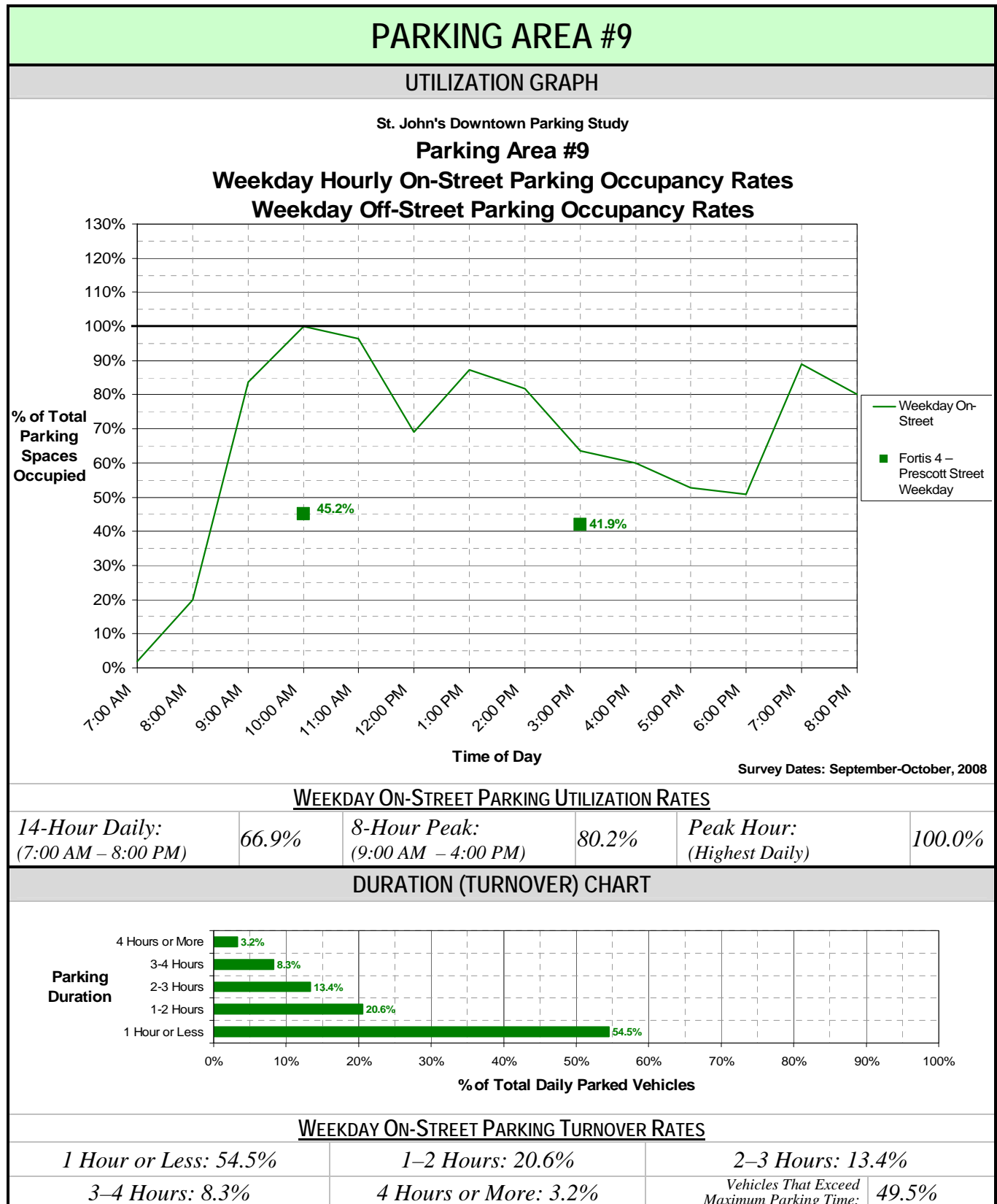


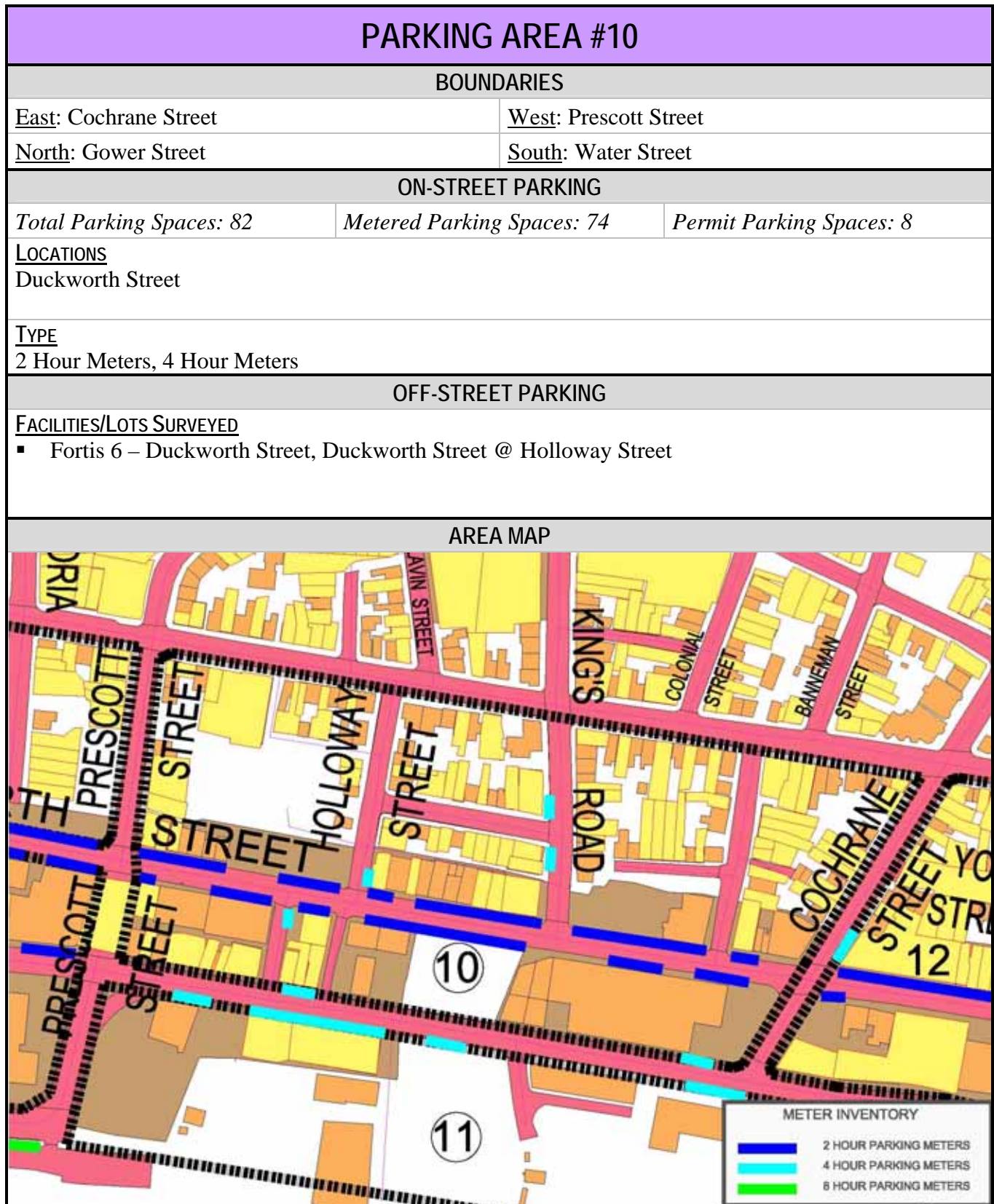
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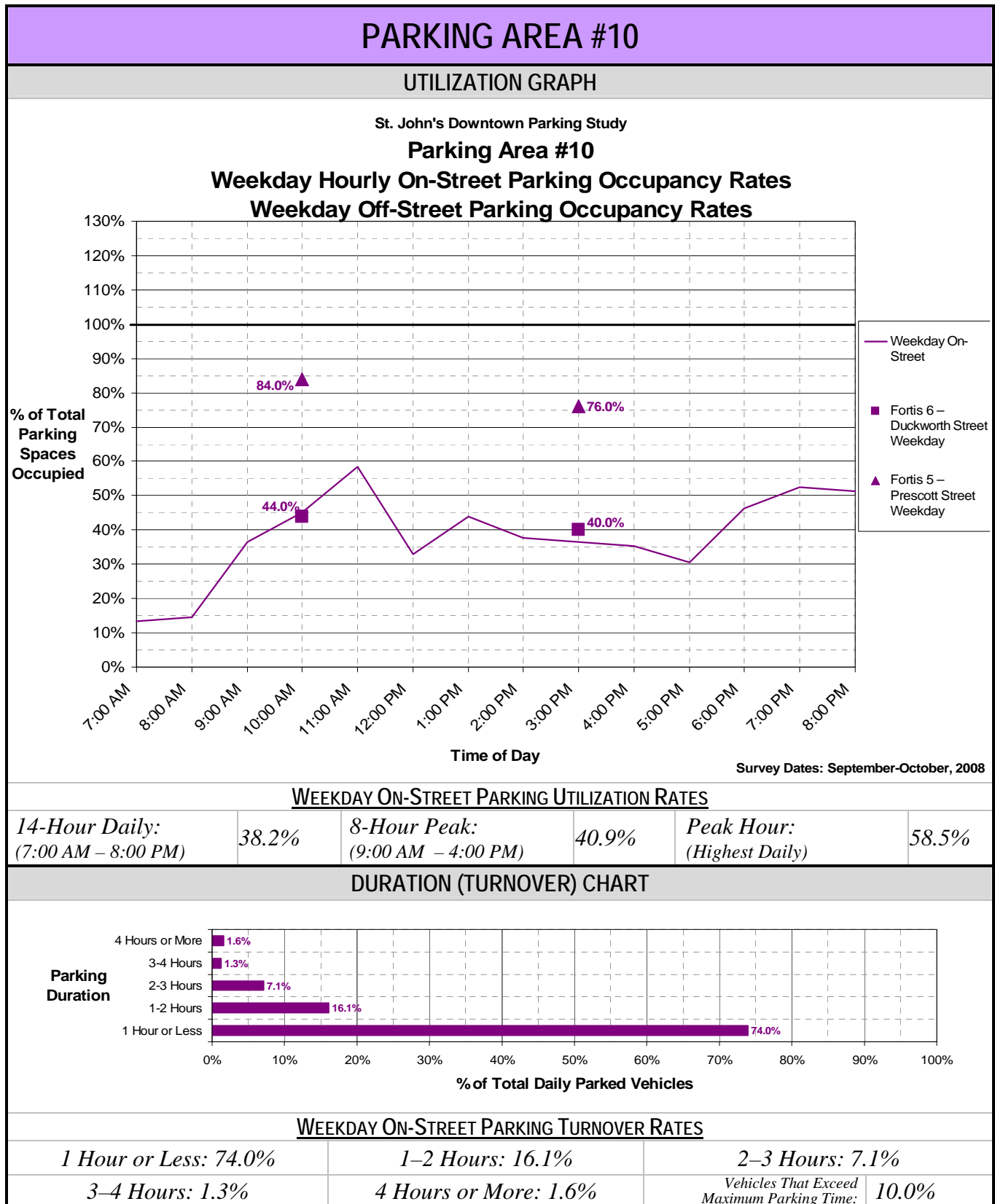
PARKING AREA #9		
BOUNDARIES		
<u>East:</u> Prescott Street		<u>West:</u> Church Hill
<u>North:</u> Gower Street		<u>South:</u> Duckworth Street
ON-STREET PARKING		
<i>Total Parking Spaces: 55</i>	<i>Metered Parking Spaces: 53</i>	<i>Permit Parking Spaces: 2</i>
<u>LOCATIONS</u> Church Hill, Duckworth Street, Cathedral Street, Gower Street		
<u>TYPE</u> 2 Hour Meters, 4 Hour Meters, Permit Parking		
OFF-STREET PARKING		
<u>FACILITIES/LOTS SURVEYED</u> <ul style="list-style-type: none"> Fortis 4 – Prescott Street, Prescott Street @ Duckworth Street 		
AREA MAP		
<p>The map shows a grid of streets in a city. The area of interest is bounded by Church Hill to the west, Duckworth Street to the south, and Gower Street to the north. The map includes labels for various streets: Queen's Street, Church Hill, Cathedral Street, Gower Street, Duckworth Street, Prescott Street, Water Street, Harbour Drive, Victoria Street, and Holloway Street. A legend in the bottom right corner indicates the types of parking meters: 2 Hour (blue), 4 Hour (cyan), and 6 Hour (green). The map shows several blue lines along Duckworth Street and Gower Street, indicating 2-hour parking meters. There are also some cyan lines, indicating 4-hour parking meters. The area is labeled with numbers 7, 8, and 9.</p>		

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PARKING AREA #11		
BOUNDARIES		
<u>East:</u> Archibald's Cove / Water Street		<u>West:</u> Prescott Street
<u>North:</u> Water Street		<u>South:</u> St. John's Harbour
ON-STREET PARKING		
<i>Total Parking Spaces: 39</i>	<i>Metered Parking Spaces: 38</i>	<i>Permit Parking Spaces: 1</i>
<u>LOCATIONS</u> Water Street		
<u>TYPE</u> 4 Hour Meters		
OFF-STREET PARKING		
<u>FACILITIES/LOTS SURVEYED</u> ▪ None		
AREA MAP		
<p>The map shows a grid of streets in a residential area. Duckworth Street runs horizontally across the middle. Water Street runs horizontally below it. Prescott Street runs vertically on the left. Holloway Street and Kings Road run vertically above Duckworth Street. Cochrane Street runs diagonally from the top right towards the center. York Street and Street 12 run diagonally on the right side. A legend in the bottom right corner, titled 'METER INVENTORY', shows three colored bars: blue for '2 HOUR PARKING METERS', cyan for '4 HOUR PARKING METERS', and green for '6 HOUR PARKING METERS'. On the map, blue bars are placed along Duckworth Street and Water Street. Cyan bars are placed along Prescott Street and Kings Road. Green bars are not visible on the map.</p>		

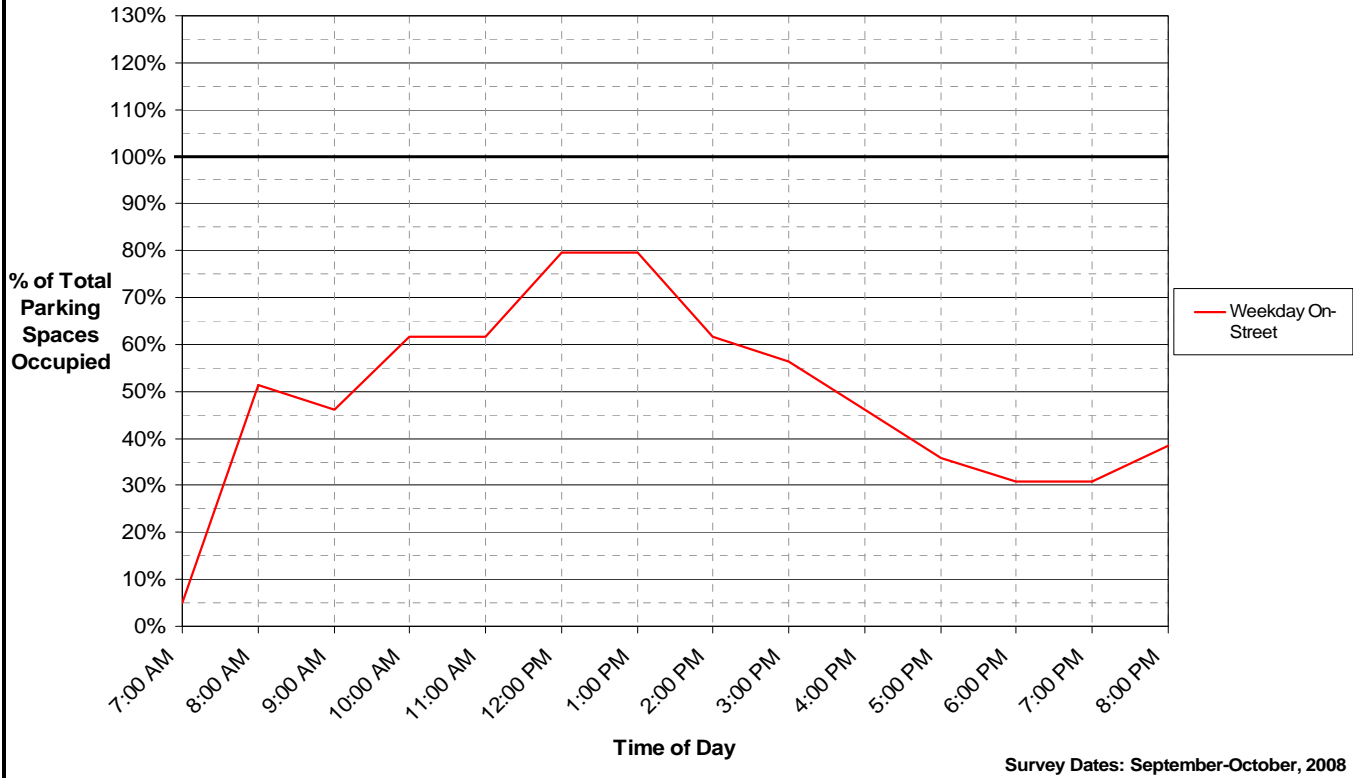
PARKING AREA #11

UTILIZATION GRAPH

St. John's Downtown Parking Study

Parking Area #11

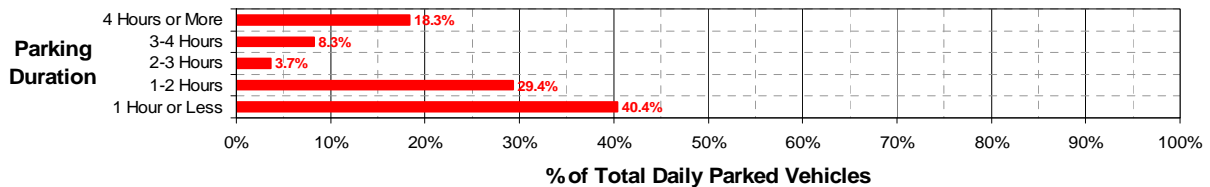
Weekday Hourly On-Street Parking Occupancy Rates



WEEKDAY ON-STREET PARKING UTILIZATION RATES

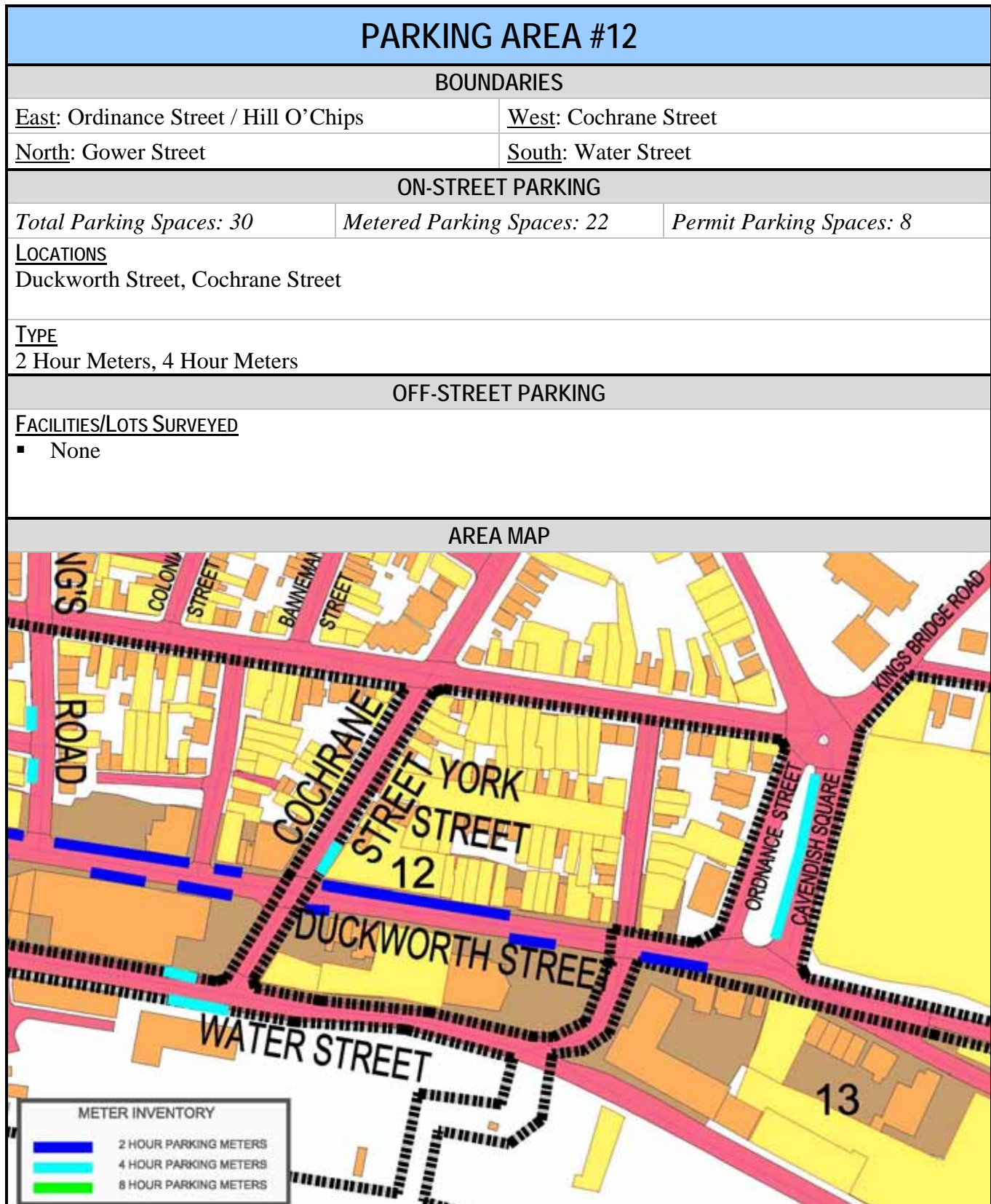
14-Hour Daily: (7:00 AM – 8:00 PM)	48.9%	8-Hour Peak: (9:00 AM – 4:00 PM)	61.5%	Peak Hour: (Highest Daily)	79.5%
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DURATION (TURNOVER) CHART



WEEKDAY ON-STREET PARKING TURNOVER RATES

1 Hour or Less: 40.4%	1-2 Hours: 29.4%	2-3 Hours: 3.7%
3-4 Hours: 8.3%	4 Hours or More: 18.3%	Vehicles That Exceed Maximum Parking Time: 18.3%



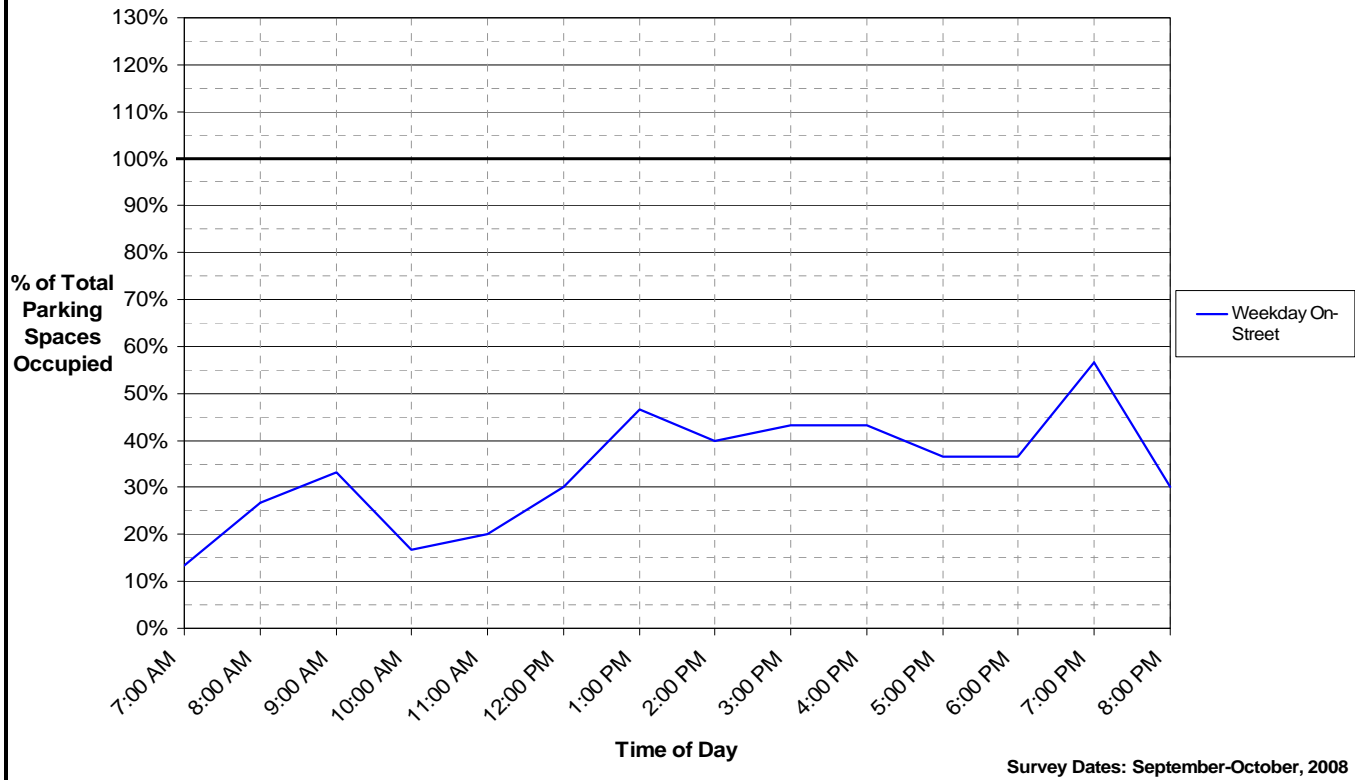
PARKING AREA #12

UTILIZATION GRAPH

St. John's Downtown Parking Study

Parking Area #12

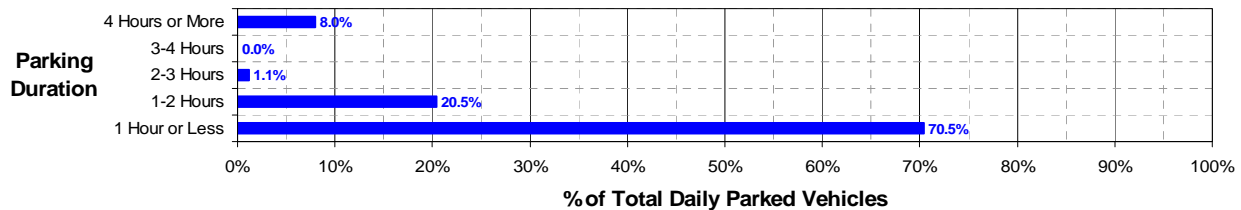
Weekday Hourly On-Street Parking Occupancy Rates



WEEKDAY ON-STREET PARKING UTILIZATION RATES

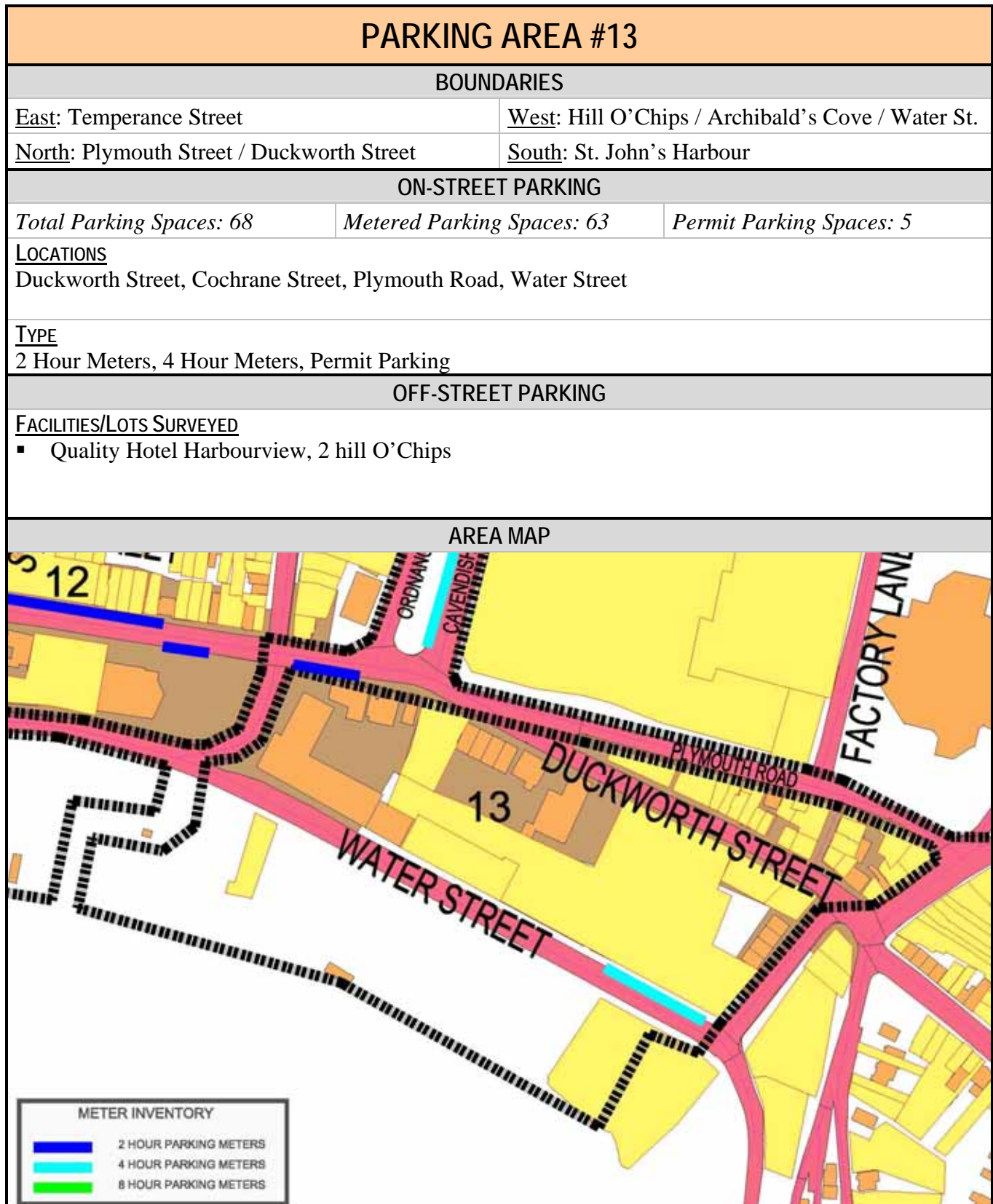
14-Hour Daily: (7:00 AM – 8:00 PM)	33.8%	8-Hour Peak: (9:00 AM – 4:00 PM)	34.2%	Peak Hour: (Highest Daily)	56.7%
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DURATION (TURNOVER) CHART



WEEKDAY ON-STREET PARKING TURNOVER RATES

1 Hour or Less: 70.5%	1-2 Hours: 20.5%	2-3 Hours: 1.1%
3-4 Hours: 0.0%	4 Hours or More: 8.0%	Vehicles That Exceed Maximum Parking Time: 12.5%



PARKING AREA #13

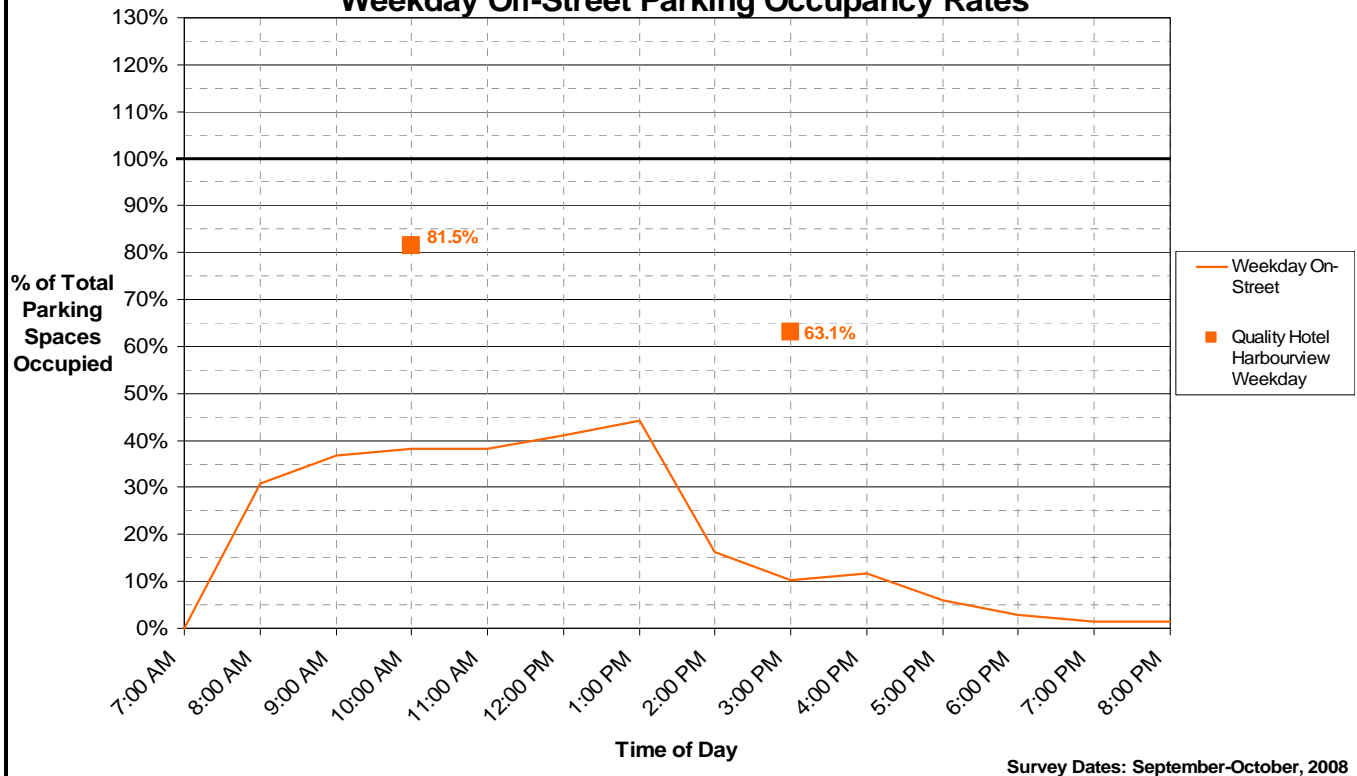
UTILIZATION GRAPH

St. John's Downtown Parking Study

Parking Area #13

Weekday Hourly On-Street Parking Occupancy Rates

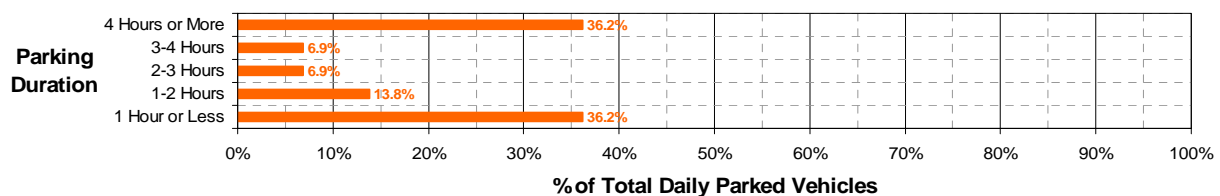
Weekday Off-Street Parking Occupancy Rates



WEEKDAY ON-STREET PARKING UTILIZATION RATES

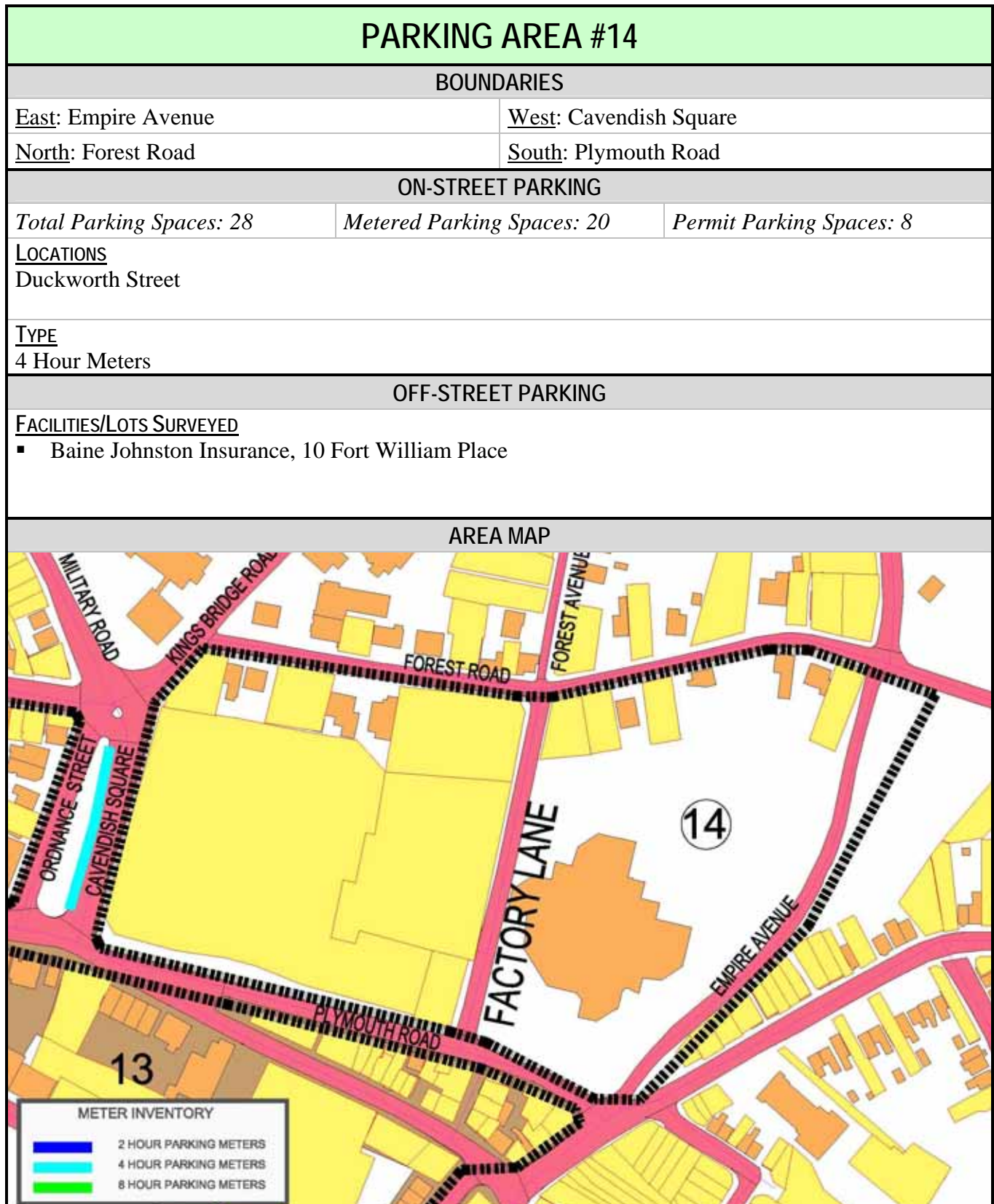
14-Hour Daily: (7:00 AM – 8:00 PM)	20.0%	8-Hour Peak: (9:00 AM – 4:00 PM)	29.6%	Peak Hour: (Highest Daily)	44.1%
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DURATION (TURNOVER) CHART



WEEKDAY ON-STREET PARKING TURNOVER RATES

1 Hour or Less: 36.2%	1–2 Hours: 13.8%	2–3 Hours: 6.9%
3–4 Hours: 6.9%	4 Hours or More: 36.2%	Vehicles That Exceed Maximum Parking Time: 1.7%



PARKING AREA #14

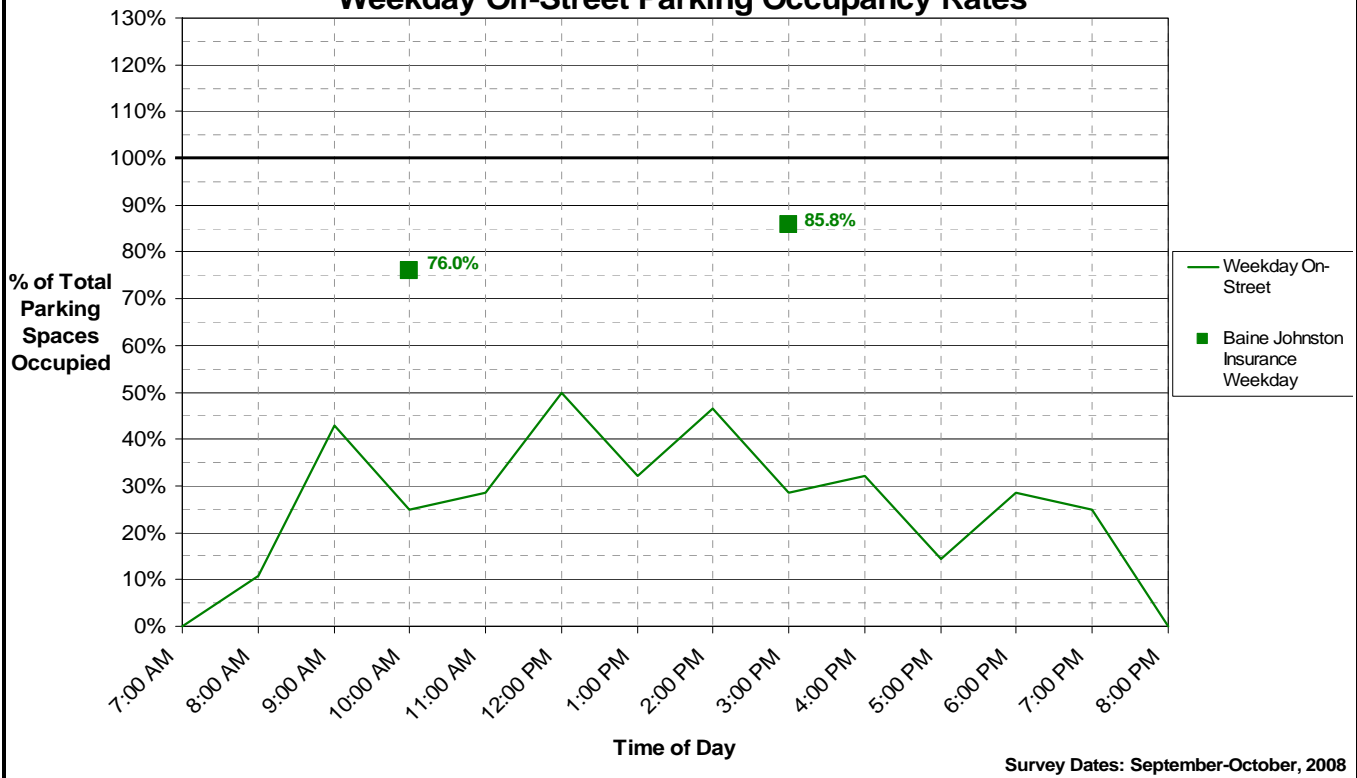
UTILIZATION GRAPH

St. John's Downtown Parking Study

Parking Area #14

Weekday Hourly On-Street Parking Occupancy Rates

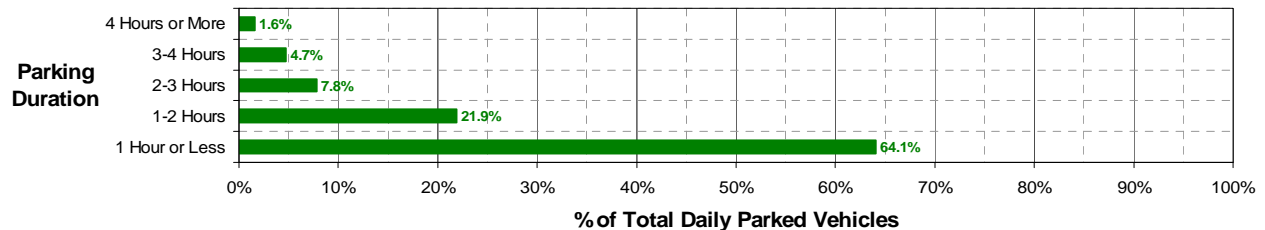
Weekday Off-Street Parking Occupancy Rates



WEEKDAY ON-STREET PARKING UTILIZATION RATES

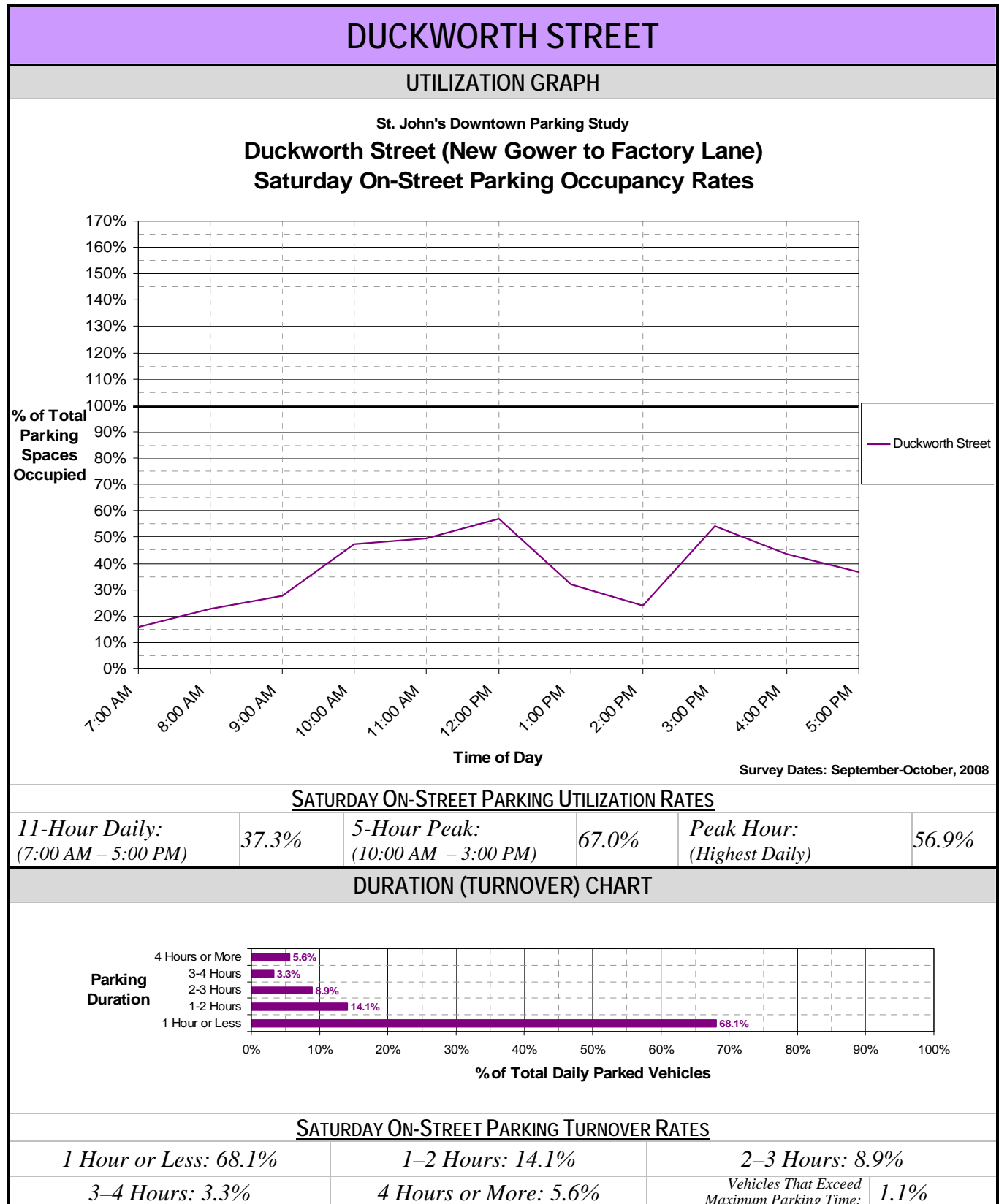
14-Hour Daily: (7:00 AM – 8:00 PM)	26.0%	8-Hour Peak: (9:00 AM – 4:00 PM)	35.7%	Peak Hour: (Highest Daily)	50.0%
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DURATION (TURNOVER) CHART



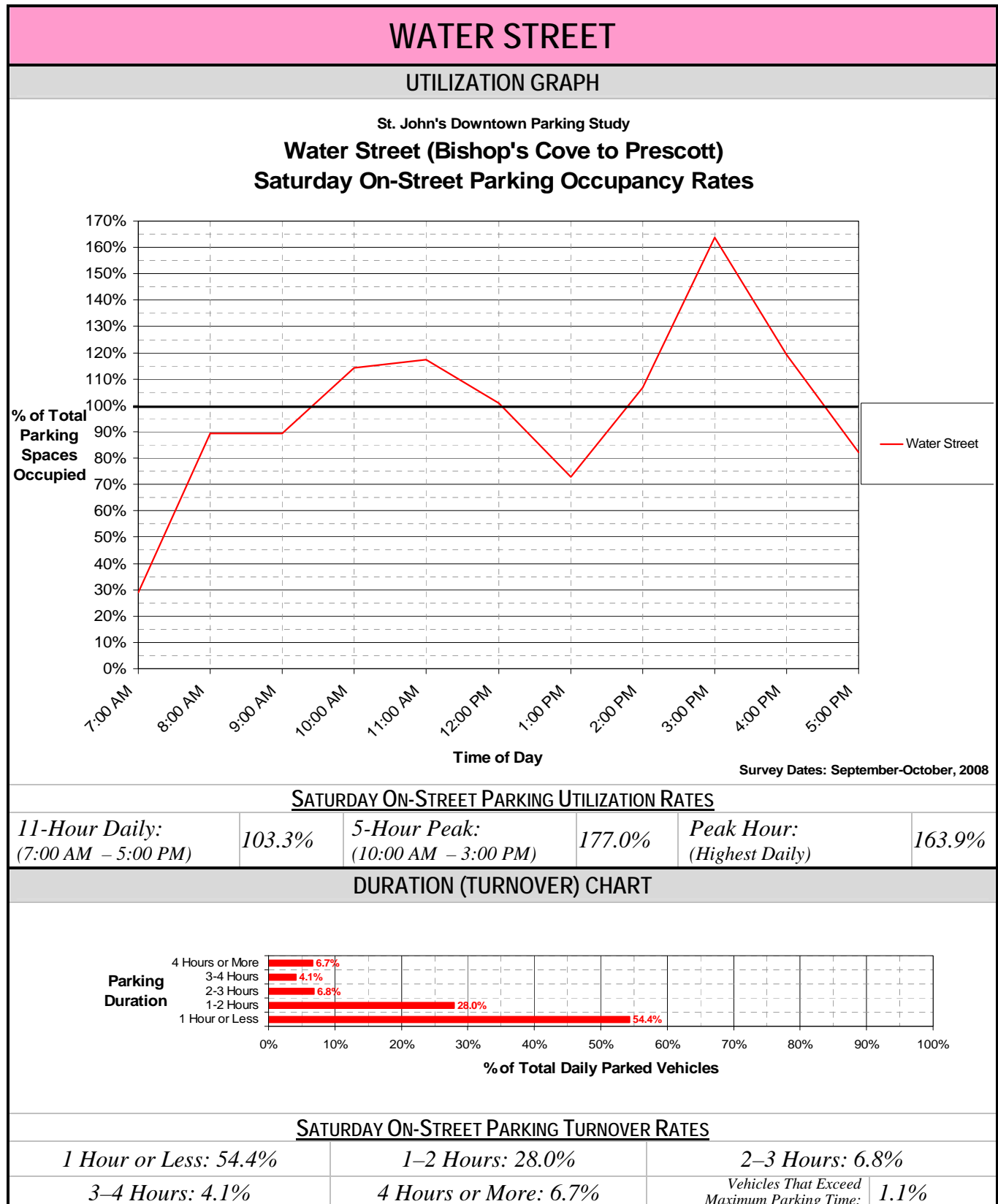
WEEKDAY ON-STREET PARKING TURNOVER RATES

1 Hour or Less: 64.1%	1-2 Hours: 21.9%	2-3 Hours: 7.8%
3-4 Hours: 4.7%	4 Hours or More: 1.6%	Vehicles That Exceed Maximum Parking Time: 1.6%



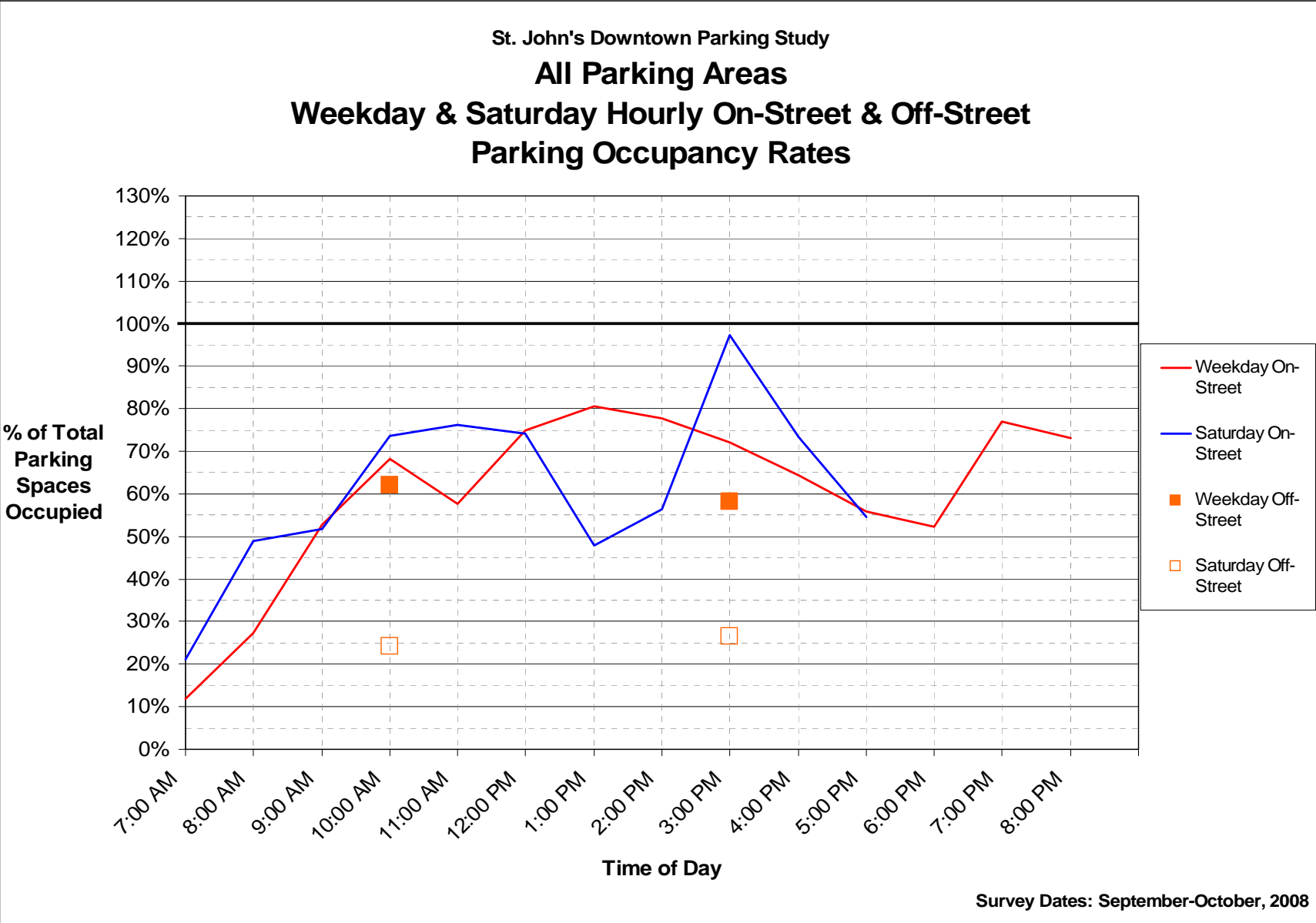
WATER STREET		
BOUNDARIES		
<u>East:</u> Bishop's Cove		<u>West:</u> Prescott Street
<u>North:</u> Water Street		<u>South:</u> Water Street
ON-STREET PARKING		
<i>Total Parking Spaces: 121</i>	<i>Metered Parking Spaces: 121</i>	<i>Permit Parking Spaces: 0</i>
<u>LOCATIONS</u> Water Street		
<u>TYPE</u> 2 Hour Meters, 4 Hour Meters		
OFF-STREET PARKING		
<u>FACILITIES/LOTS SURVEYED</u>		
<div>AREA MAP</div> <p>The map shows a street network with Water Street running horizontally across the middle. To the west of Water Street are Bishop's Cove, George Street, Beck's Cove, and MCBride's Hill. To the east are CHU HILL, CATHE, DUCKWORTH, and PRESCOTT. Harbour Drive runs along the bottom of the map. The area is colored in shades of orange and pink, with blue lines indicating specific street segments or boundaries.</p>		

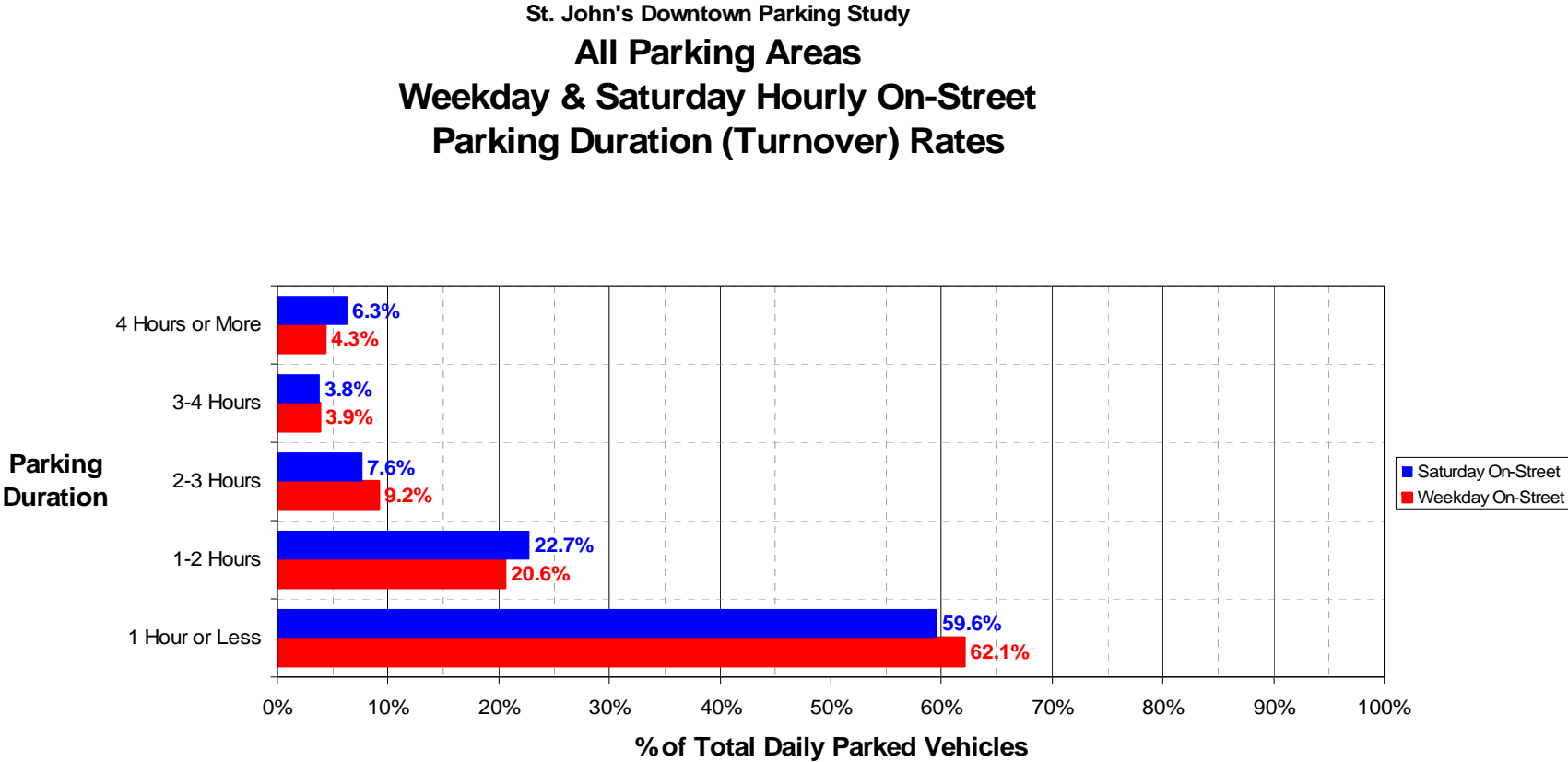
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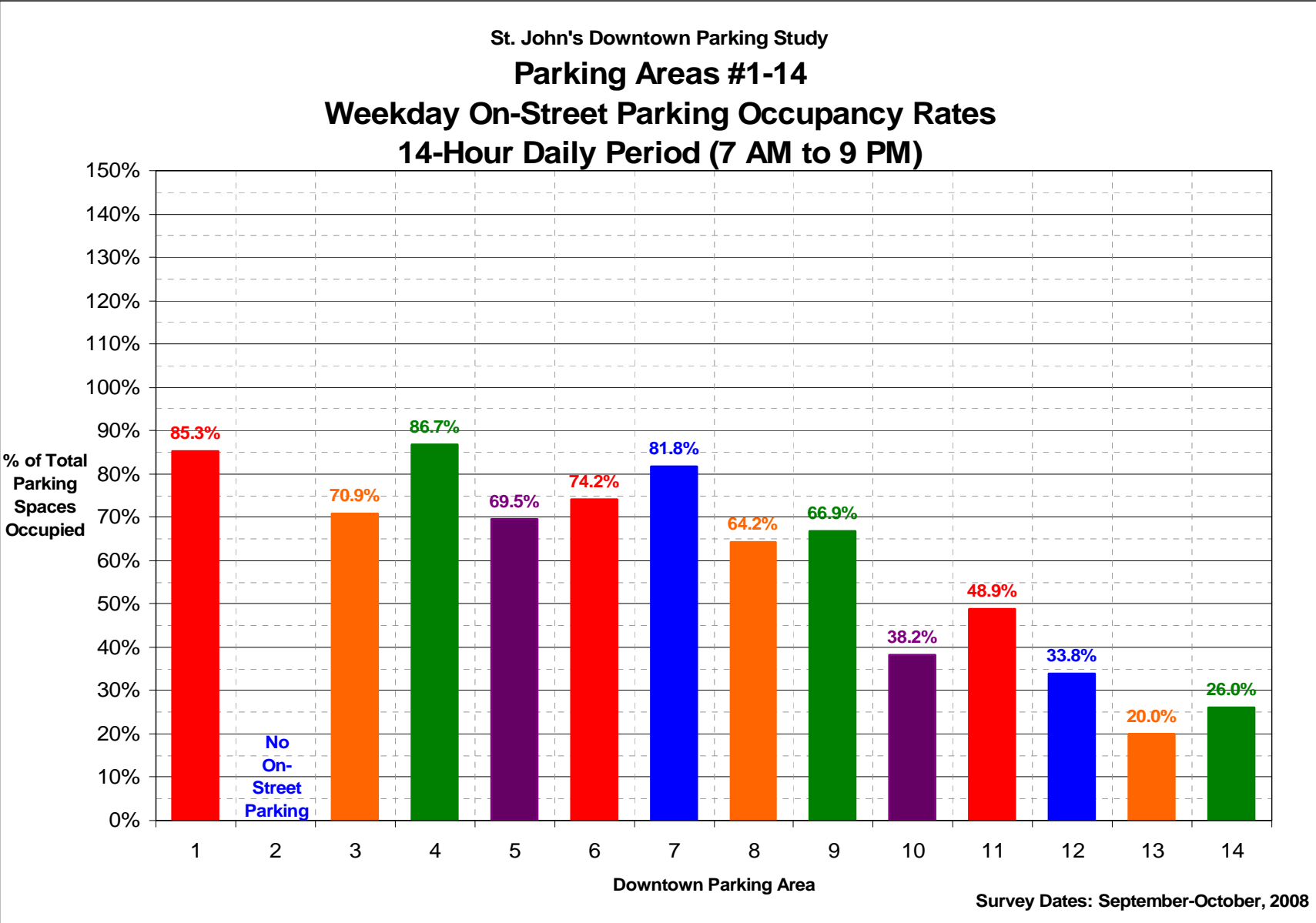


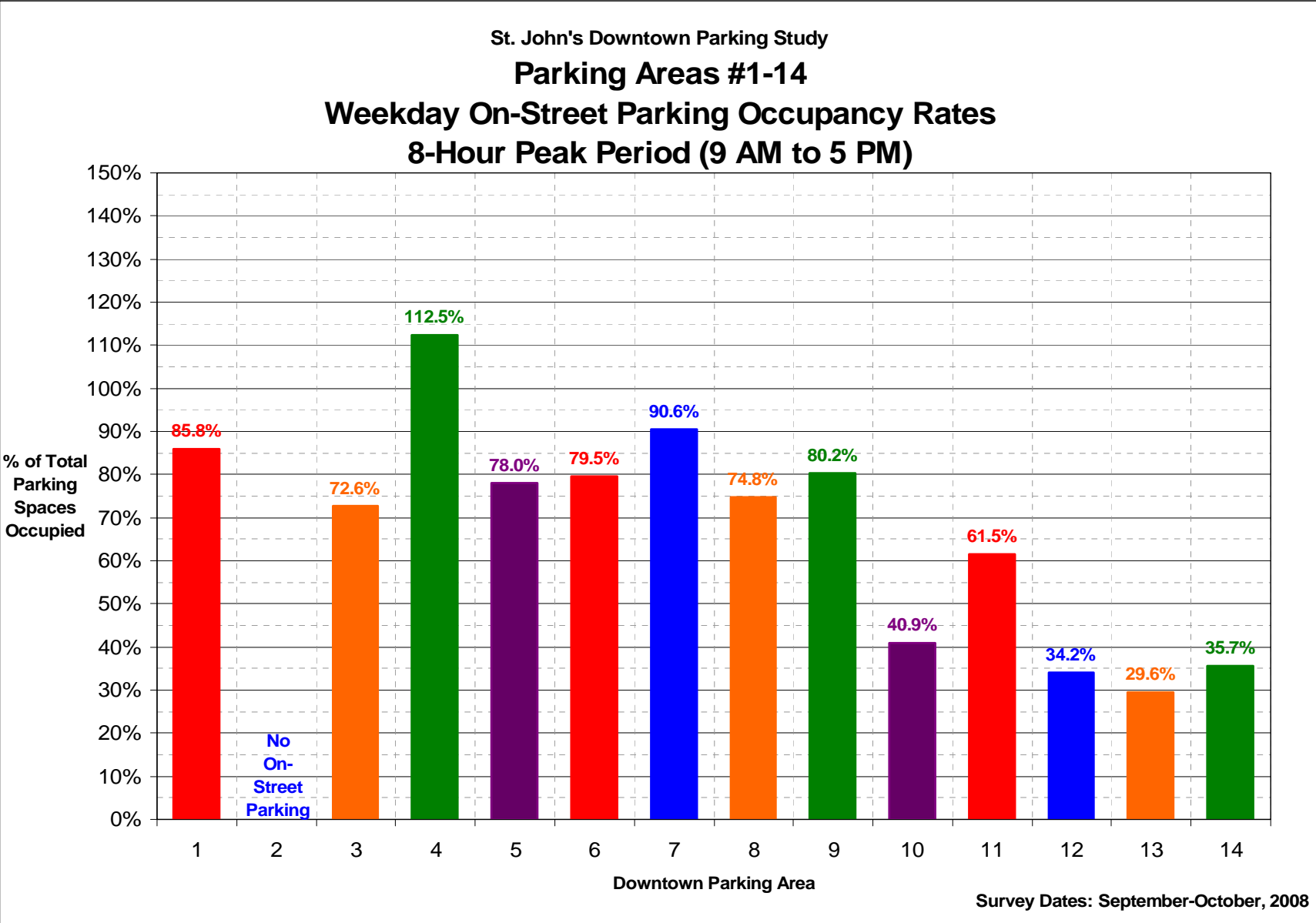
APPENDIX C

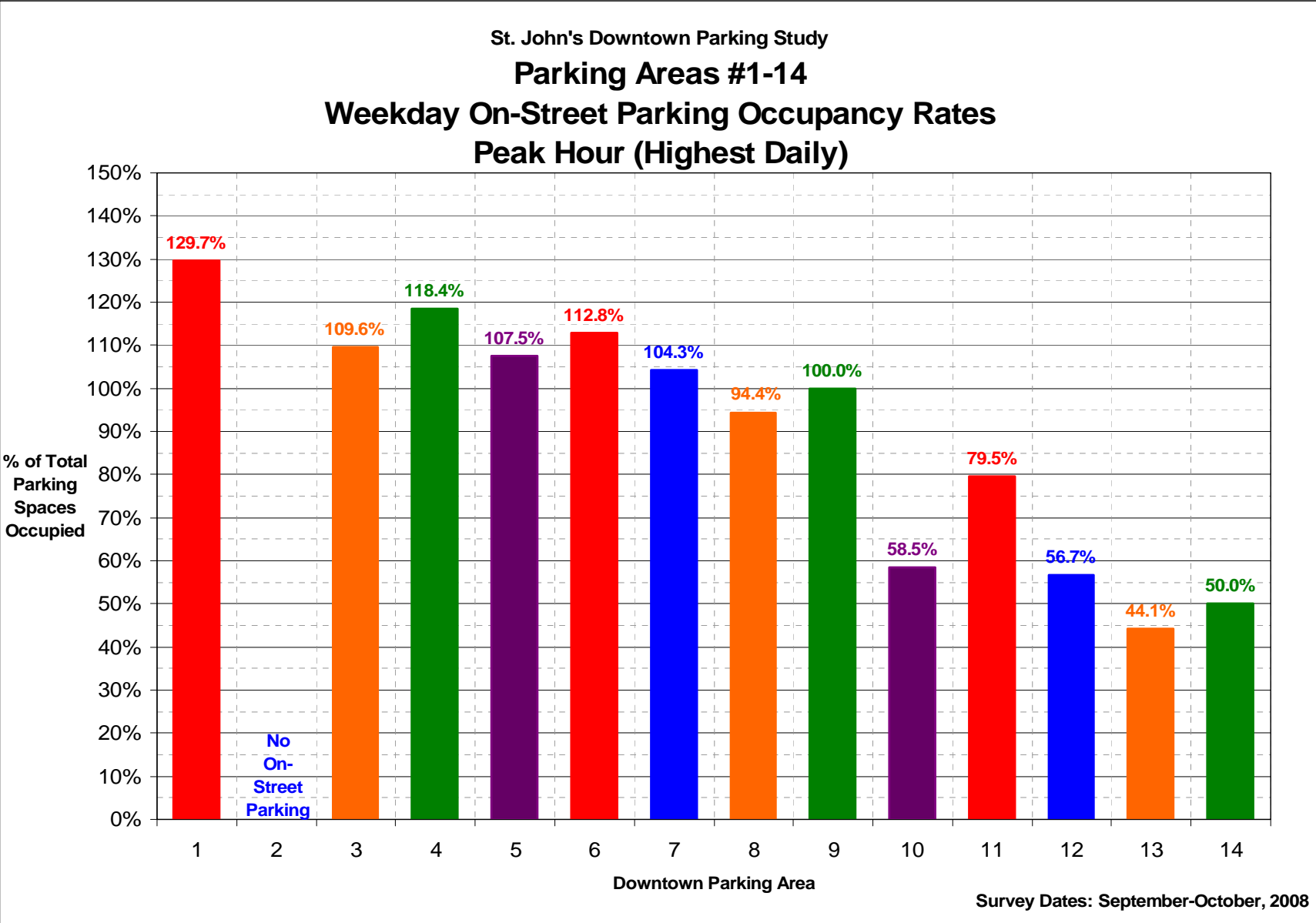
PARKING AREA AND STREET OCCUPANCY AND TURNOVER RATE COMPARISONS

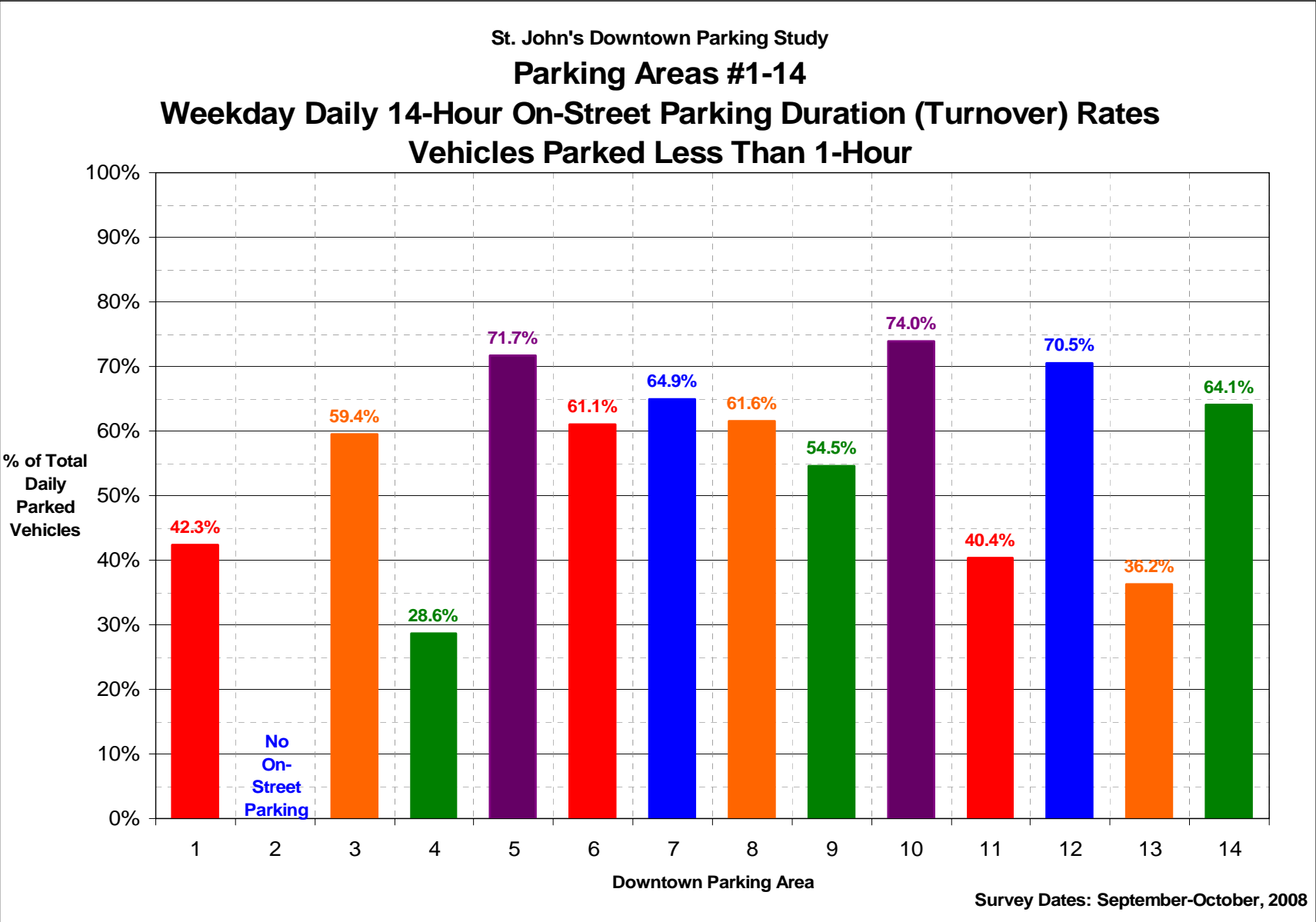


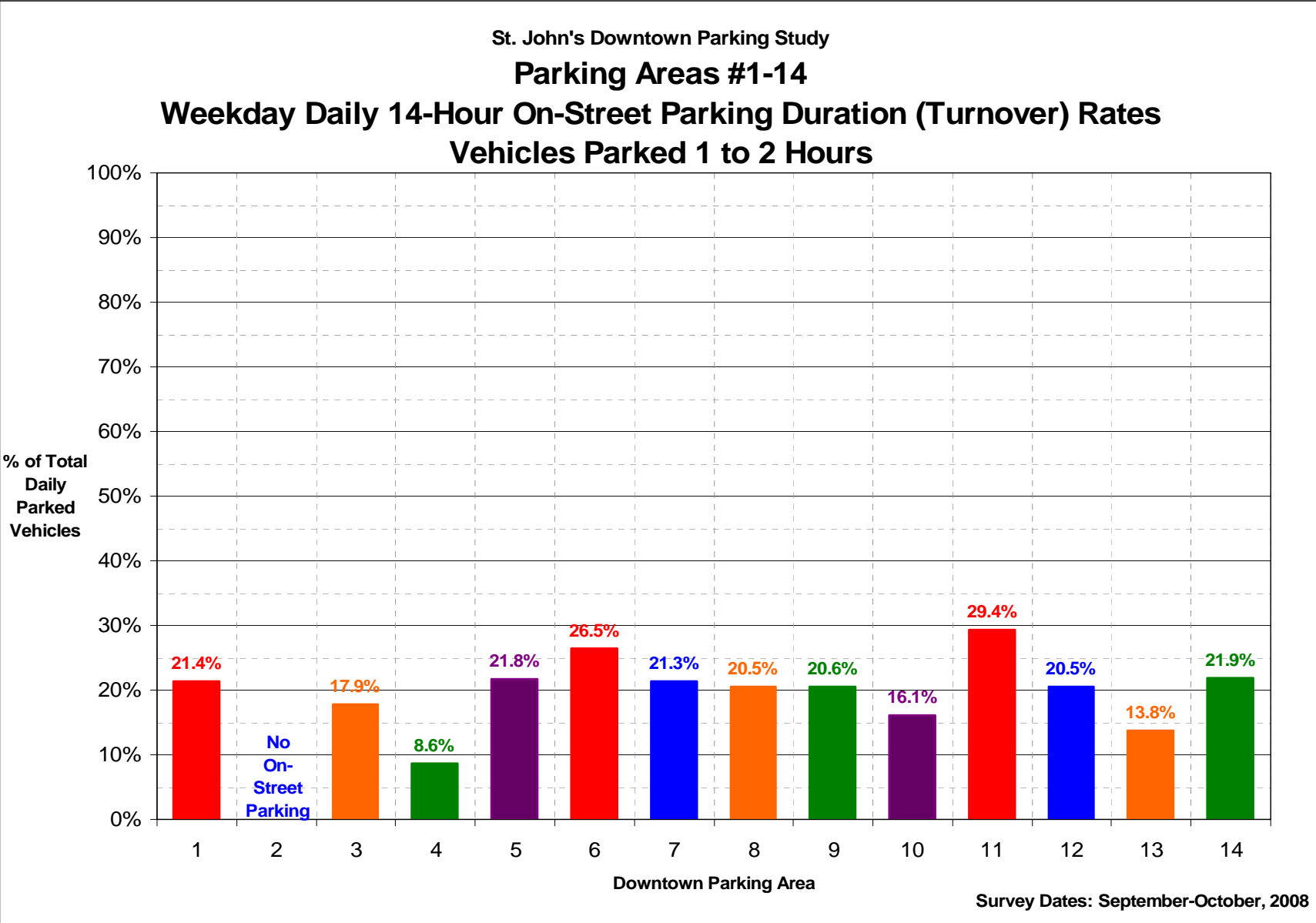


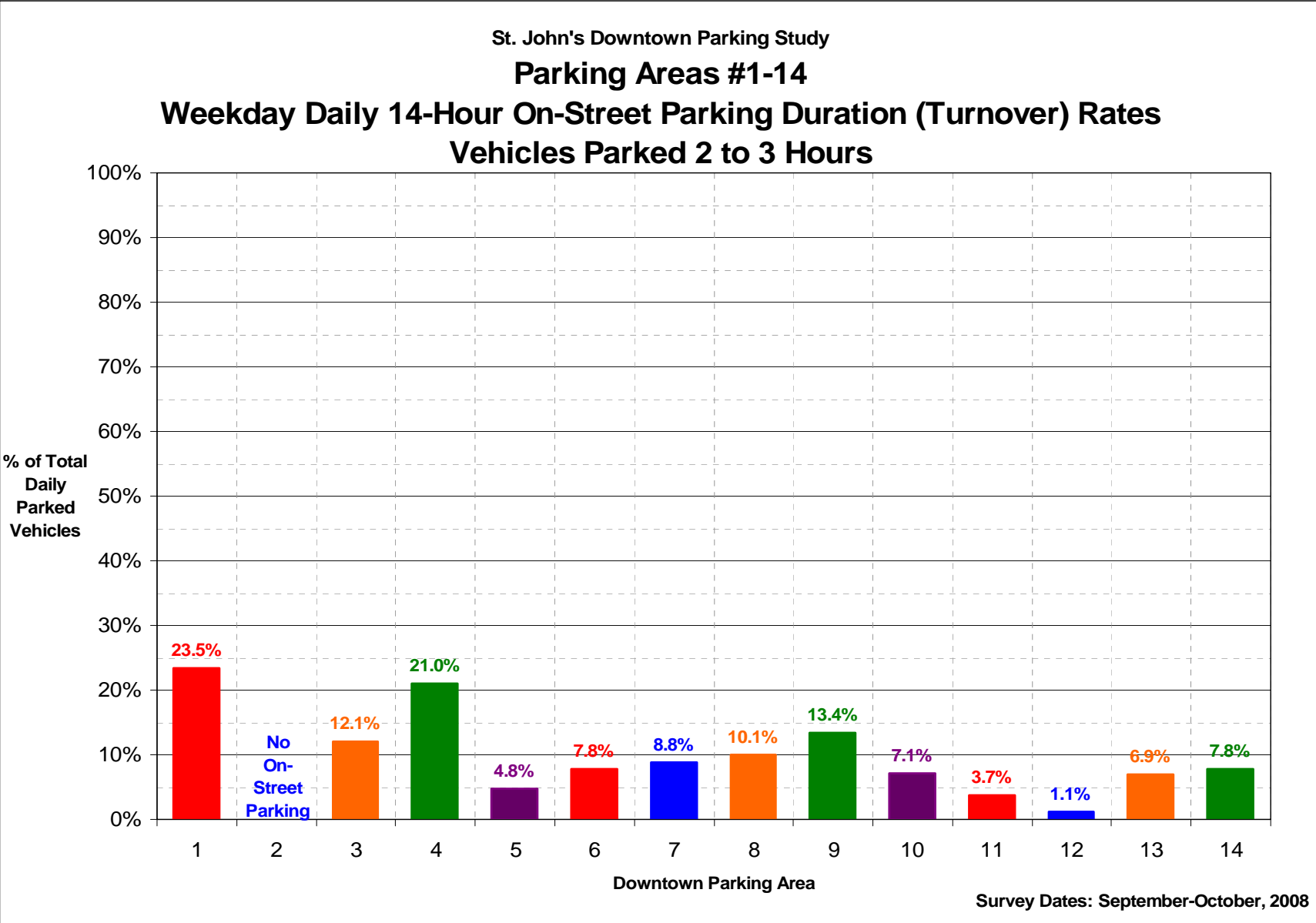


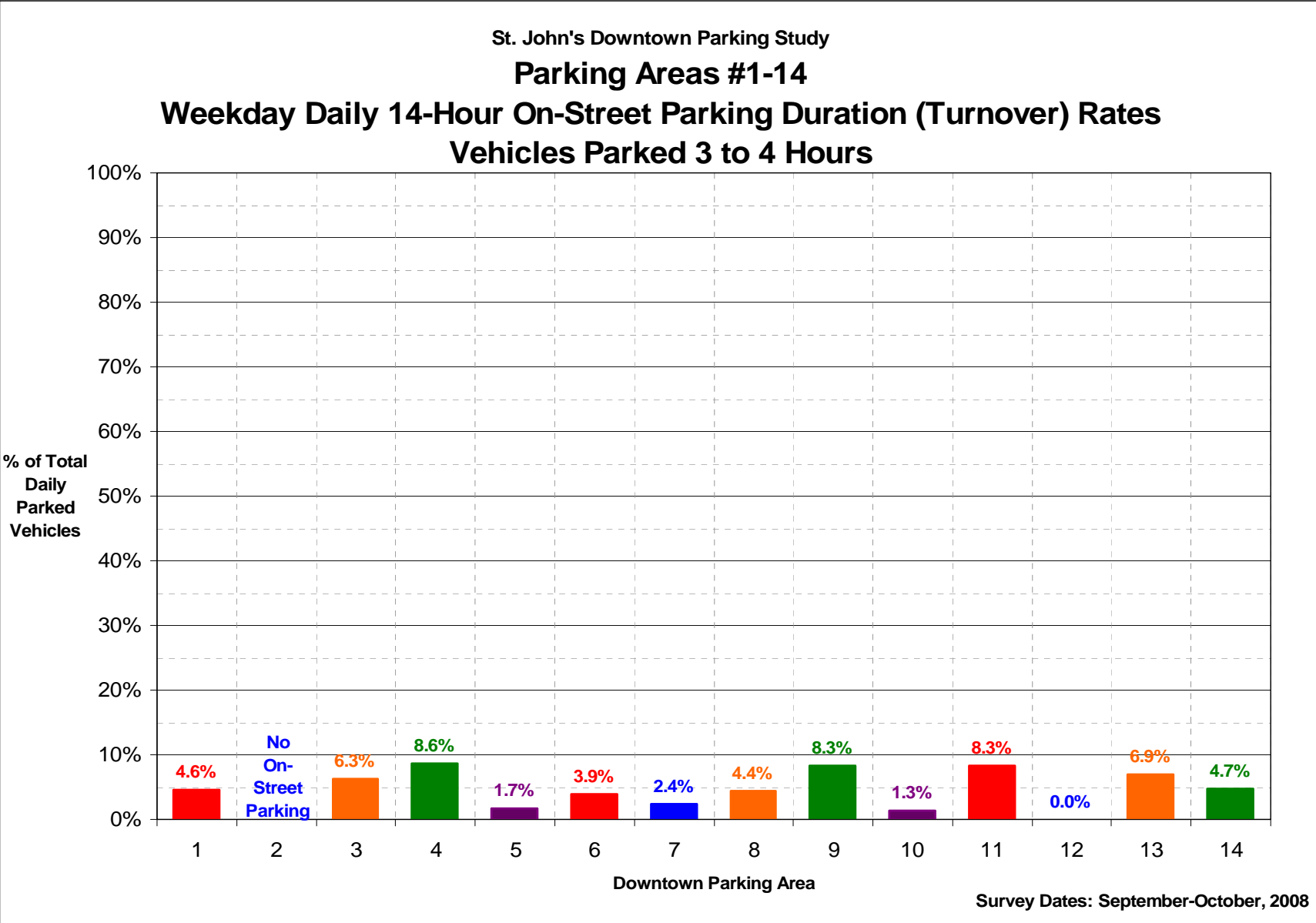


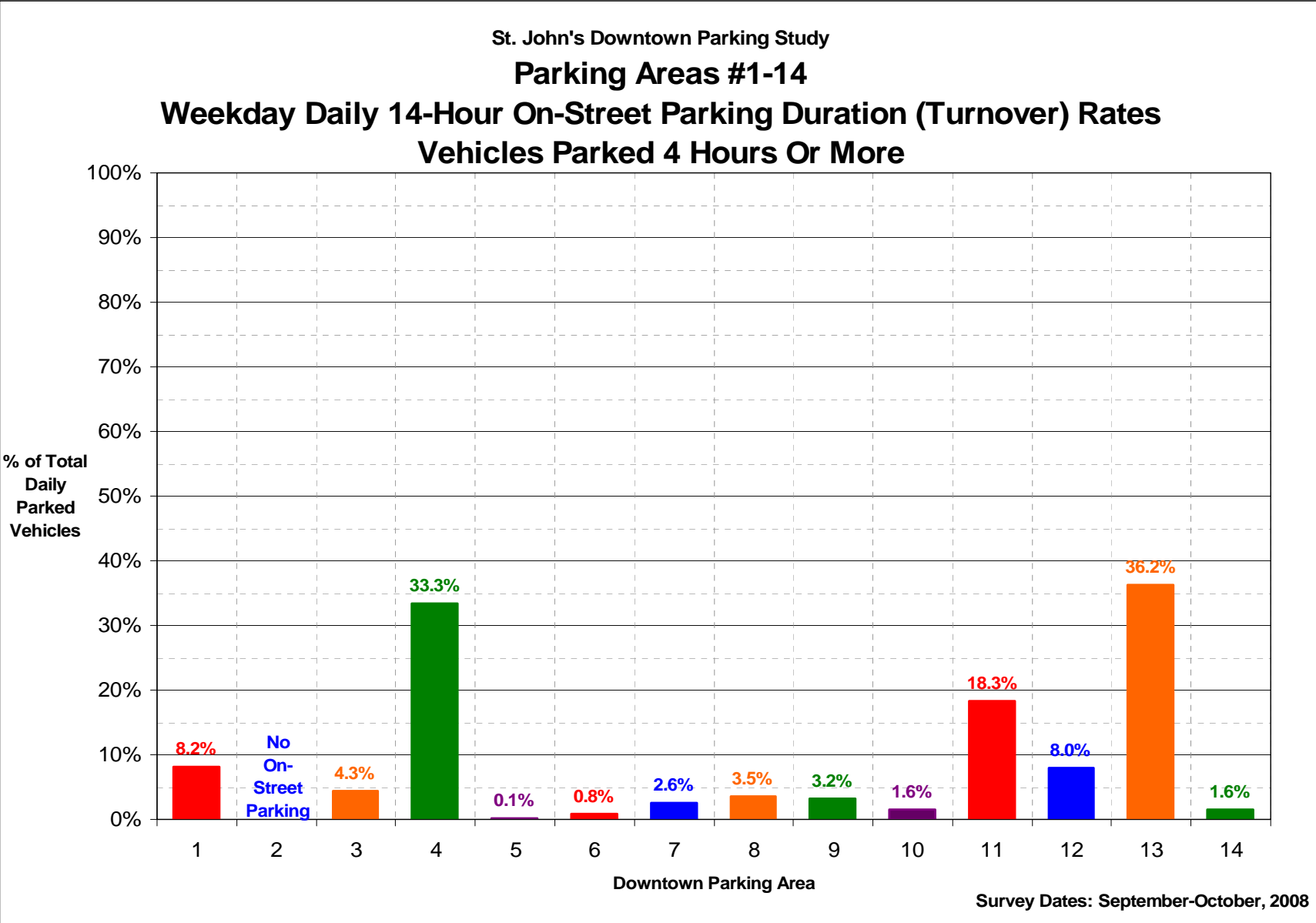






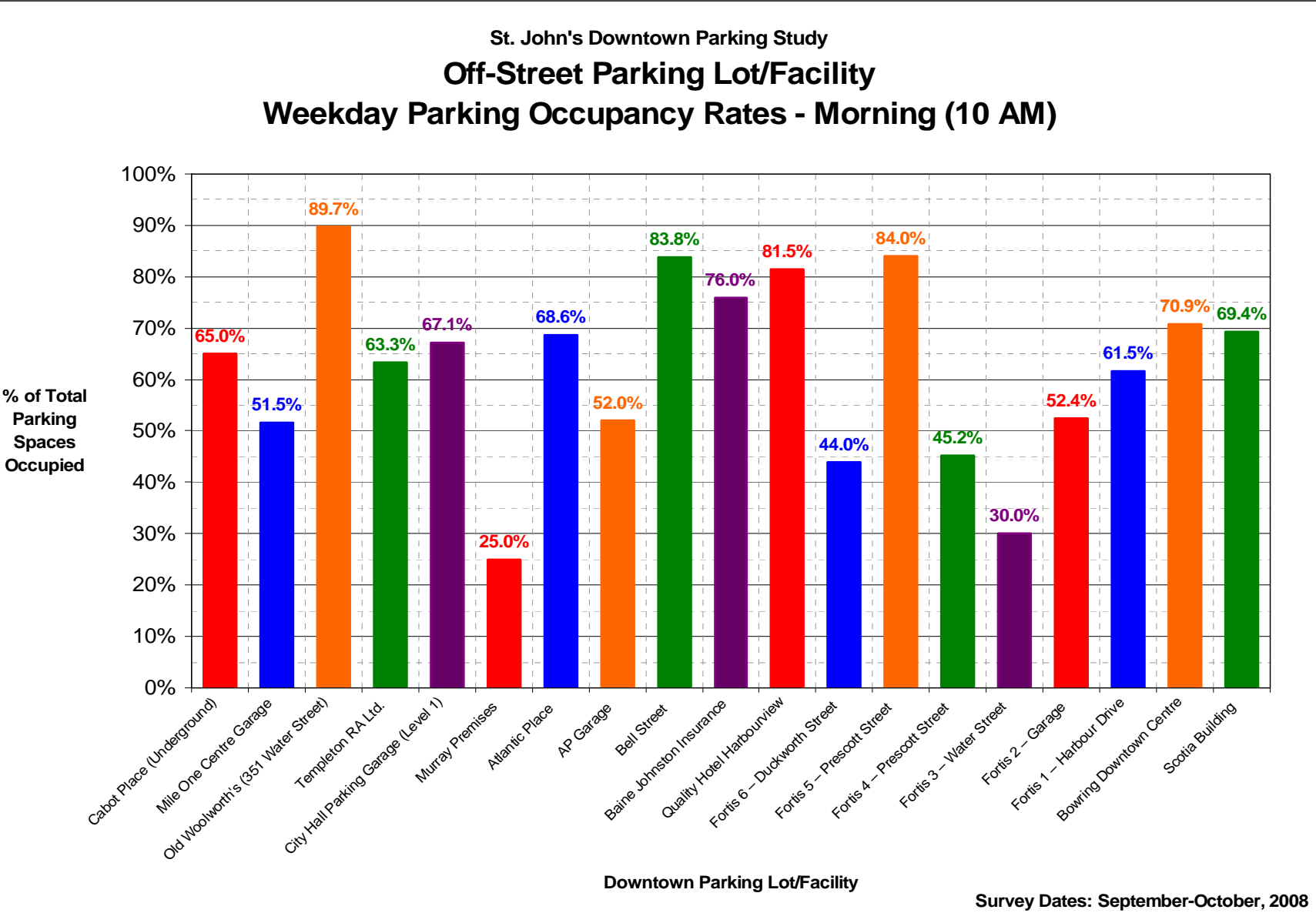


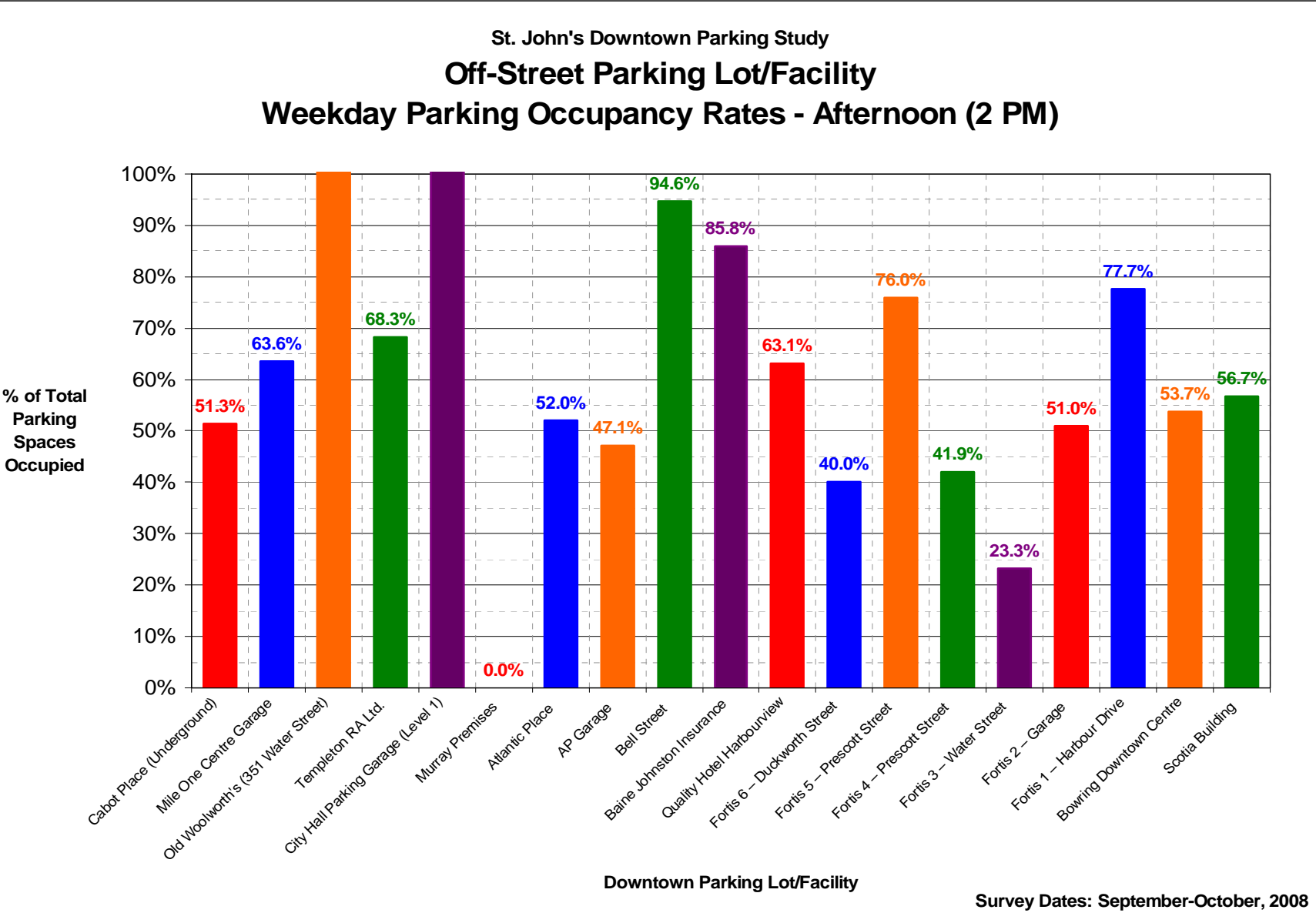


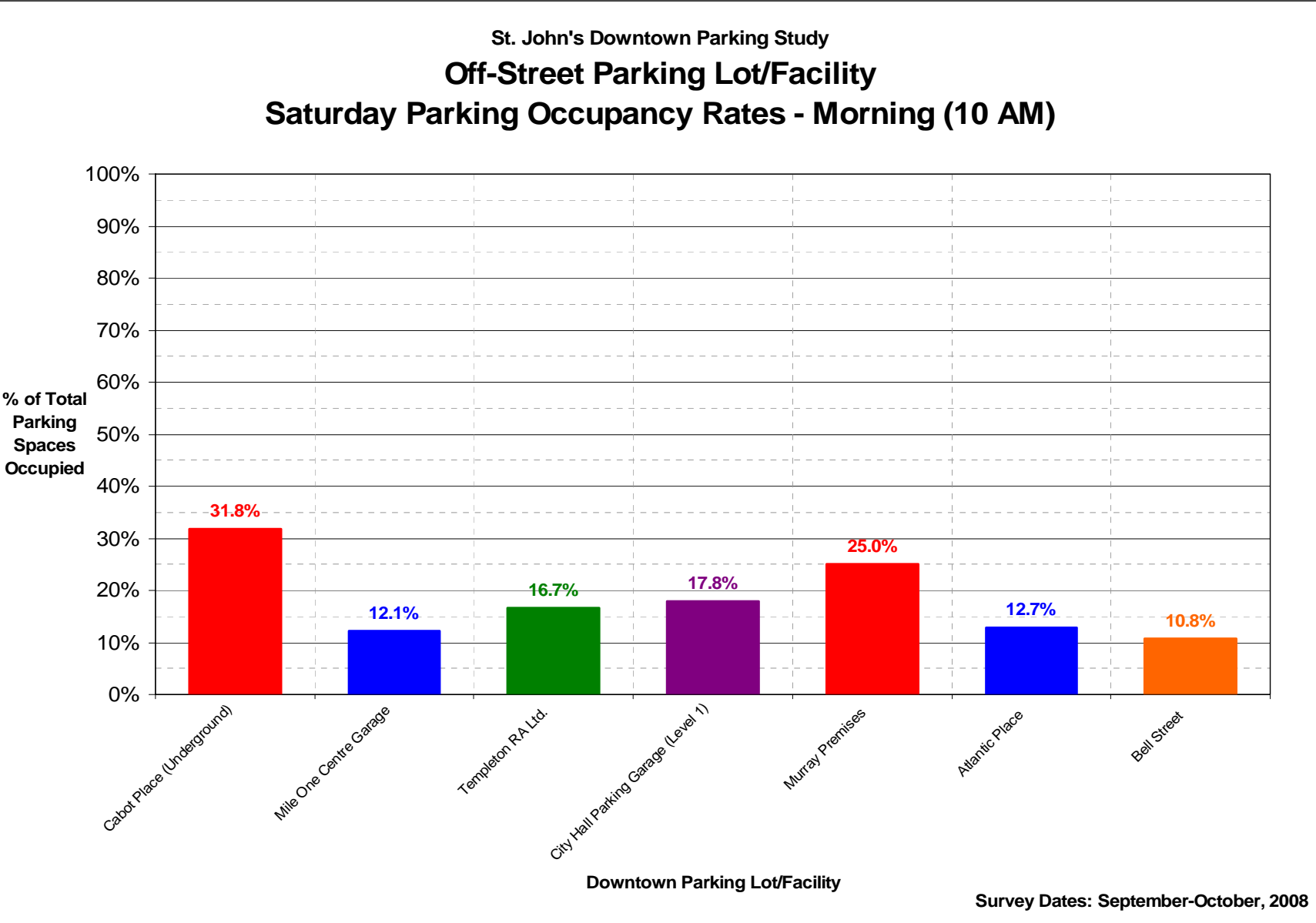


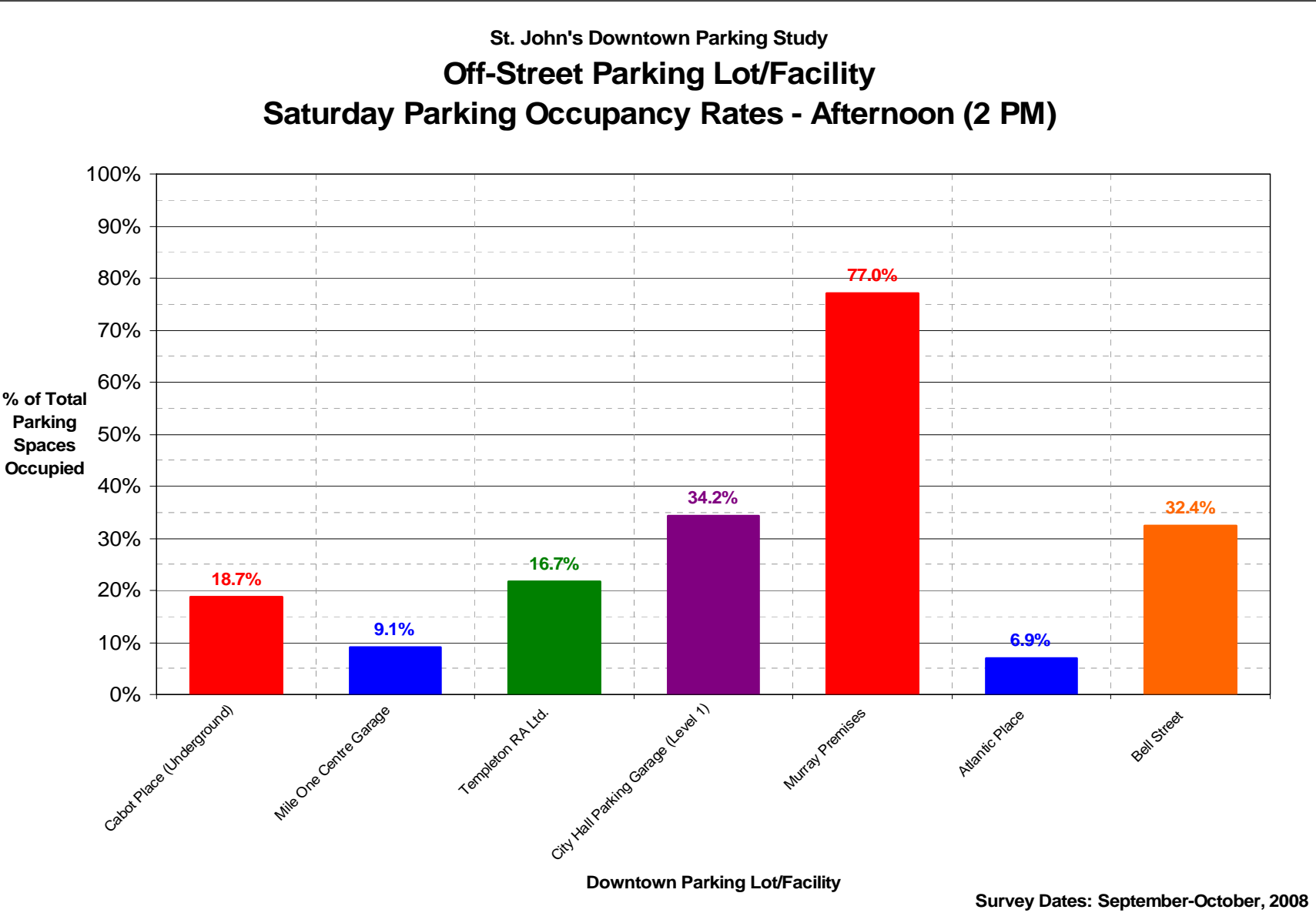
APPENDIX D

OFF-STREET PARKING LOT/FACILITY OCCUPANCY RATE COMPARISONS









CITY OF ST. JOHN'S AND ST. JOHN'S DEVELOPMENT COMMISSION
DOWNTOWN ST. JOHN'S PARKING STUDY

APPENDIX E

FUTURE DOWNTOWN PARKING DEMAND ASSUMPTIONS



**ST. JOHN'S PARKING STUDY
DEVELOPMENT PROJECTIONS
NOVEMBER 2008
N.T.S.**

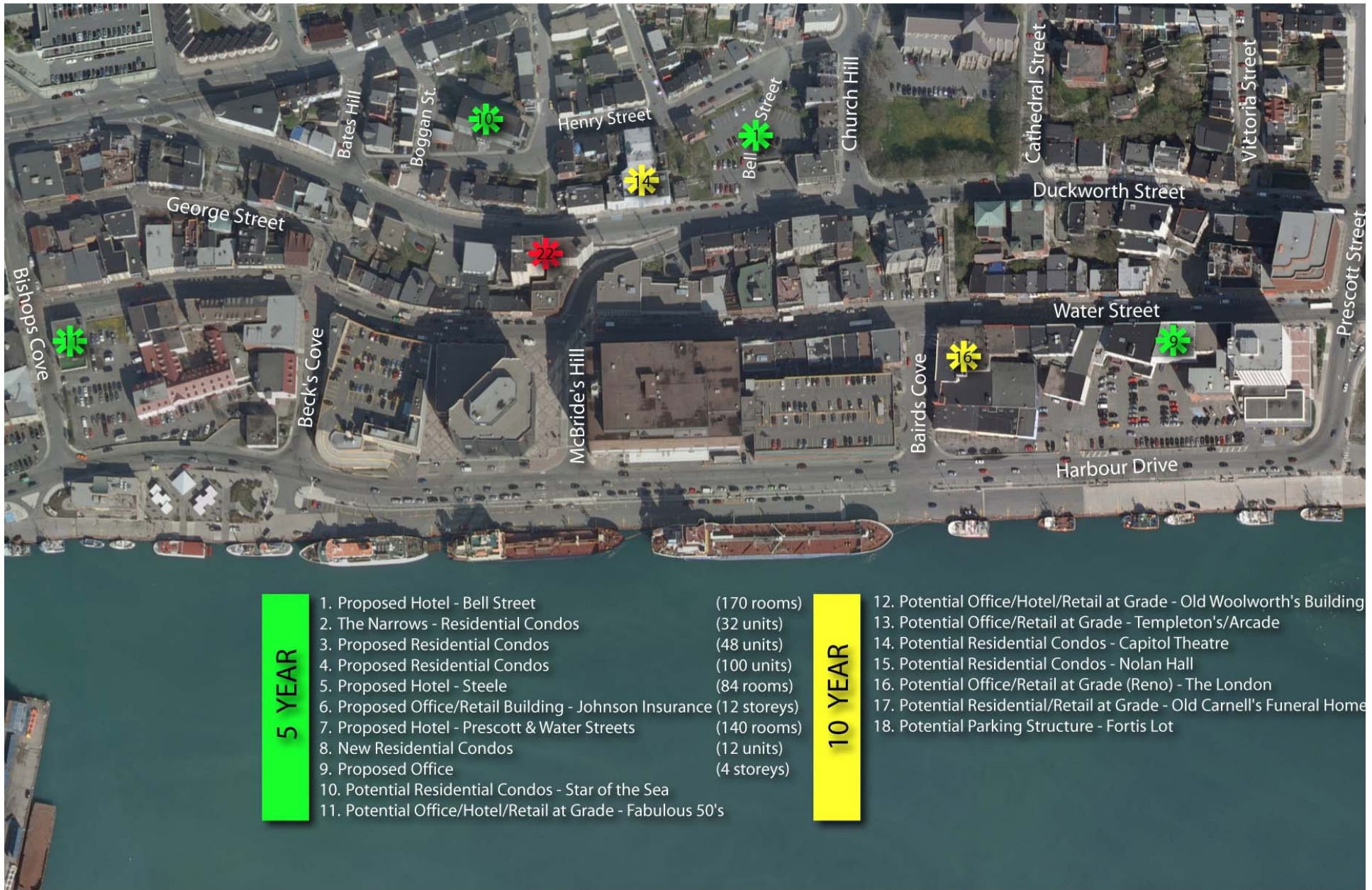


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Home

15 YEAR

- 19. Potential Office - Hamilton Avenue
- 20. Potential Office/Hotel Expansion - Fortis Lot
- 21. Potential Office/Residential - Harbour Light
- 22. Potential Residential/Hotel - Old Telephone Building
- 23. Potential Residential/Retail at Grade



5 YEAR

1. Proposed Hotel - Bell Street (170 rooms)
2. The Narrows - Residential Condos (32 units)
3. Proposed Residential Condos (48 units)
4. Proposed Residential Condos (100 units)
5. Proposed Hotel - Steele (84 rooms)
6. Proposed Office/Retail Building - Johnson Insurance (12 storeys)
7. Proposed Hotel - Prescott & Water Streets (140 rooms)
8. New Residential Condos (12 units)
9. Proposed Office (4 storeys)
10. Potential Residential Condos - Star of the Sea
11. Potential Office/Hotel/Retail at Grade - Fabulous 50's

10 YEAR

12. Potential Office/Hotel/Retail at Grade - Old Woolworth's Building
13. Potential Office/Retail at Grade - Templeton's/Arcade
14. Potential Residential Condos - Capitol Theatre
15. Potential Residential Condos - Nolan Hall
16. Potential Office/Retail at Grade (Reno) - The London
17. Potential Residential/Retail at Grade - Old Carnell's Funeral Home
18. Potential Parking Structure - Fortis Lot

