

ST. JOHN'S

Committee of the Whole Agenda

November 12, 2020

9:00 a.m.

4th Floor City Hall

Pages

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3. Adoption of the Minutes
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4. Presentations/Delegations
 - 4.1. Presentation re: Downtown Pedestrian Mall
In addition to item in 8.1. Presentation will be uploaded when available.
5. Finance & Administration - Councillor Dave Lane
6. Public Works & Sustainability - Councillor Ian Froude
 - 6.1. Environment & Sustainability Experts Panel Report - September 25, 2020 9
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10. Economic Development - Mayor Danny Breen
11. Tourism and Culture - Councillor Debbie Hanlon

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16.	Adjournment	

ST. JOHN'S

Minutes of Committee of the Whole - City Council

Council Chambers, 4th Floor, City Hall

October 28, 2020, 9:00 a.m.

Present:	<p>Mayor Danny Breen Deputy Mayor Sheilagh O'Leary Councillor Sandy Hickman Councillor Debbie Hanlon Councillor Deanne Stapleton Councillor Jamie Korab Councillor Ian Froude Councillor Wally Collins Councillor Shawn Skinner</p>
Regrets:	<p>Councillor Maggie Burton Councillor Dave Lane</p>
Staff:	<p>Kevin Breen, City Manager Derek Coffey, Deputy City Manager of Finance & Administration Jason Sinyard, Deputy City Manager of Planning, Engineering & Regulatory Services Lynnann Winsor, Deputy City Manager of Public Works Cheryl Mullett, City Solicitor Susan Bonnell, Manager - Communications & Office Services Elaine Henley, City Clerk Maureen Harvey, Legislative Assistant</p>
Others	<p>David Crowe, Manager of Roads Brian Head, Manager of Parks & Open Spaces Betty Clarke, Manager of Corporate Risk & Recovery Natalie Godden, Manager of Family and Leisure Services,</p>

1. Call to Order

2. Approval of the Agenda

Moved By Councillor Stapleton

Seconded By Deputy Mayor O'Leary

That the agenda be adopted as presented.

For (9): Mayor Breen, Deputy Mayor O'Leary, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Korab, Councillor Froude, Councillor Collins, and Councillor Skinner

MOTION CARRIED (9 to 0)

3. Adoption of the Minutes

3.1 Adoption of Minutes - October 14, 2020

Recommendation

Moved By Councillor Skinner

Seconded By Councillor Hickman

That the minutes of October 14, 2020 be approved as presented

For (9): Mayor Breen, Deputy Mayor O'Leary, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Korab, Councillor Froude, Councillor Collins, and Councillor Skinner

MOTION CARRIED (9 to 0)

4. Presentations/Delegations

5. Finance & Administration - Councillor Dave Lane

5.1 Insurance Renewal Negotiations – 2020-21

Recommendation

Moved By Councillor Skinner

Seconded By Councillor Collins

That Council approve moving from a \$100,000 deductible for its Primary Property insurance to a \$500,000 Self-Insured Retention and purchase

just one Excess Property Policy. This would result in a cost savings of \$398,823 plus tax \$59,823.45 for a total of \$458,646.45.

For (9): Mayor Breen, Deputy Mayor O'Leary, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Korab, Councillor Froude, Councillor Collins, and Councillor Skinner

MOTION CARRIED (9 to 0)

6. Public Works & Sustainability - Councillor Ian Froude

6.1 Revisions to the Winter Parking Restrictions

Recommendation

Moved By Councillor Hickman

Seconded By Councillor Stapleton

That Council reject the recommendation to have the start date of the Winter On-street Parking Restriction for areas outside the Downtown and the Business District Winter Parking Restriction to December 1 each year. This parking restriction is currently implemented in early January and the exact date varies each year.

For (8): Mayor Breen, Deputy Mayor O'Leary, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Korab, Councillor Collins, and Councillor Skinner

Against (1): Councillor Froude

MOTION CARRIED (8 to 1)

Recommendation

Moved By Councillor Froude

Seconded By Deputy Mayor O'Leary

That Council extend the overnight parking ban in areas outside the downtown, when operationally required. This restriction would apply when the DCM determines it is necessary due to a snow event.

For (9): Mayor Breen, Deputy Mayor O'Leary, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Korab, Councillor Froude, Councillor Collins, and Councillor Skinner

MOTION CARRIED (9 to 0)

Recommendation

Moved By Councillor Froude

Seconded By Councillor Hanlon

That Council revise the hours of Downtown Winter Parking Restriction which is used during snow removal operations. The current restriction is from 12:30 a.m. to 7:30 a.m. and the proposed hours are from 11:00 p.m. to 6:00 a.m.

For (9): Mayor Breen, Deputy Mayor O'Leary, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Korab, Councillor Froude, Councillor Collins, and Councillor Skinner

MOTION CARRIED (9 to 0)

6.2 Sidewalk Snow Clearing Priority Revisions

Recommendation

Moved By Councillor Froude

Seconded By Councillor Hickman

That Council adopt the following sidewalk snow clearing priority system:

Priority 1A	School Zones
Priority 1	First side of arterial roads and downtown business district (main pedestrian corridors)
Priority 2	Second side of multi-lane arterial roads and downtown business district, and first side of collectors

Priority 3	Second side of remaining arterial roads (with both sides serviced)
Priority 4	Second side of collector streets (with both sides serviced) and any remaining sections of sidewalk in program

For (9): Mayor Breen, Deputy Mayor O'Leary, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Korab, Councillor Froude, Councillor Collins, and Councillor Skinner

MOTION CARRIED (9 to 0)

7. Community Services - Councillor Jamie Korab

7.1 Inclusion Advisory Committee Report - October 7, 2020

Recommendation

Moved By Councillor Stapleton

Seconded By Deputy Mayor O'Leary

That Council review the recommendations put forward by the Inclusion Committee for the Downtown Pedestrian Mall and share with all relevant parties. Recommendations include considering implications for those with vision loss such as wayfinding, indication of an upcoming ramp and obstacles on sidewalks; ensuring ramps meet code, are slip-resistant and lead to a deck that can be maneuvered by a wheelchair; access to accessible washrooms for Pedestrian Mall users; accessible parking located inside the mall was hazardous; and a need for inclusion education amongst business and security staff in the area.

For (9): Mayor Breen, Deputy Mayor O'Leary, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Korab, Councillor Froude, Councillor Collins, and Councillor Skinner

MOTION CARRIED (9 to 0)

7.2 Shea Heights Community Centre Board of Directors Structure and Terms of Reference Update

Recommendation

Moved By Councillor Collins

Seconded By Councillor Skinner

That Council approve the Shea Heights Community Centre Board structure and outlined changes to the Terms of Reference.

For (9): Mayor Breen, Deputy Mayor O'Leary, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Korab, Councillor Froude, Councillor Collins, and Councillor Skinner

MOTION CARRIED (9 to 0)

8. **Special Events - Councillor Debbie Hanlon**
9. **Housing - Deputy Mayor Sheilagh O'Leary**
10. **Economic Development - Mayor Danny Breen**
11. **Tourism and Culture - Councillor Debbie Hanlon**
12. **Governance & Strategic Priorities - Mayor Danny Breen**
13. **Planning & Development - Councillor Maggie Burton**
14. **Transportation and Regulatory Services - Councillor Sandy Hickman**
15. **Other Business**
16. **Adjournment**

There being no further business the meeting adjourned at 10:38 pm

Mayor



Environment & Sustainability Experts Panel Report

September 25, 2020

9:30 a.m.

Virtual

Present: Kieran Hanley, MBA - Sustainable Economic Growth, Chair
Brian Head, Manager - Parks & Open Spaces
Edmundo Fausto, Sustainability Coordinator
Joel Finnis, PhD - Climate Science & Resilience
Krista Langthorne, BA, SEBT - Resilience & Natural Resources
Pablo Navarro - Socio-cultural & Quality of Life
Joseph Daraio, PhD, PEng - Sustainable Urban Planning & Resilience
Michel Wawrzkow, PEng, PGeo - Natural Environment & Resilience
Shanna Fitzgerald, Legislative Assistant

Regrets: Councillor Ian Froude, Council Representative
Dennis Knight, MSc, MCIP - Sustainable Urban Planning & Economic Growth

Others: Andrea Roberts, Development Officer

Stormwater Management Policy

This item was referred to the Panel at the Committee of the Whole meeting of July 20, 2020. This policy provides a comprehensive stormwater management approach for all development within the City of St. John's. Once the policy is approved, the current 08-04-19 Stormwater Detention Policy will be rescinded.

The ESEP supports the holistic approach to the management of stormwater, which includes the water in the storm sewer system, streets, parking lots, watercourses, wetlands, as well as subjects like retention,

floodplains, stream crossings, erosion and sediment control, and overall protection of the watersheds. The Panel was tasked to review and provide feedback for inclusion in the recommendation to Council and the feedback is summarized in the attached decision note.

CHAIRPERSON, KIERAN HANLEY

DECISION/DIRECTION NOTE

Title: Storm Water Management Policy

Date Prepared: September 29, 2019

Report To: Committee of the Whole

Councillor and Role: Councillor Ian Froude, Public Works & Sustainability

Ward: Ward 4

Decision/Direction Required:

That Council consider the following recommendations to the draft Stormwater Management Policy.

Discussion – Background and Current Status:

At the September 25th, 2020 Environmental and Sustainability Expert Panel (ESEP) meeting, the Panel reviewed and discussed the Draft Storm Water Management Policy. The ESEP supports the holistic approach to the management of stormwater, which includes the water in the storm sewer system, streets, parking lots, watercourses, wetlands, as well as subjects like retention, floodplains, stream crossings, erosion and sediment control, and overall protection of the watersheds. The ESEP provides the following comments with the intention of improving on the existing draft Storm Water Management Policy:

1. Clause 3.1 General (c) – *“developers shall endeavor to reduce flow velocities, promote natural storage, and promote natural storage.”* – Language could include support to maximizing retention of trees and other vegetation cover, and reducing asphalt coverage on individual lots, parking lots, etc.
2. Clause 3.1 General (I) – *“Attenuation of Stormwater runoff using rooftop storage shall not satisfy any Attenuation requirements in the Development Design Manual.”* – It would be beneficial to clarify the intention of this policy with regards to new technology (e.g., greenroofs, rainbarrells and other forms of storage connected to rooftop runoff).
3. Clause 3.1 General (I) and Clause 3.2 Storm Sewer Systems (a) – These sections could include stronger reference to encourage the design of storm sewer systems integrating low impact development and green infrastructure. In particular to use such infrastructure for climate change adaptation and mitigation.
4. Clause 3.13 Climate Change - discusses climate change, but it would be best if this was integrated throughout the policy and not as a Clause of its own.

5. Clause 3.2 Storm Sewer System (d) – *“For Residential Development or Non-residential development, Storm sewer service laterals for new or redeveloped lots shall connect to the City storm sewer system; with such installation being at a time directed by the City.”* – the wording of this clause may cause confusion with the requirement to ensure rooftop runoff is not connected to the storm sewer system through its laterals. If this is only to apply to the foundation drain, it may be good to specify.
6. Clause 3.2 Storm Sewer (l) – *“Downspout conveying runoff from rooftops to the ground for Residential Development, except apartment buildings, shall not be connected to the storm sewer system”* – Consider including all development to be required to be disconnected, with the option to apply for an exemption.
7. Clause 3.4 Parking Lots (a) – *“Parking lots shall be designed to capture all surface drainage and convey all stormwater into a city storm sewer system or approved Watercourse. Infiltration of some or all Stormwater into the ground may, however, be acceptable where it can be demonstrated to the City’s satisfaction through a geotechnical report that the ground can accommodate the surface drainage without any negative impacts.”* – The requirement for a geotechnical report may be best suited for inclusion in the updated development guideline with more detail on requirements.
8. Clause 3.7 Watercourses (g) – *“Developers may be required, as determined by the City, to ensure that there is an adequate baseflow in receiving rivers and streams for post-Development conditions and that fish habitat is protected.”* – Use in conjunction with management of stormwater.
9. Clause 3.8 Floodplains (e) – *“Existing Dwellings within a Floodplain may be replaced provided the new Dwelling is constructed within the existing footprint and the lowest floor elevation is at least 0.3m above the 100-year high water elevation.”* – Does this elevation incorporate climate change projection estimates?
10. Clause 3.9 Wetlands (e) – *“lowest floor elevation to be 0.3 metres above the elevation of a wetland.”* – This seems to be a very low minimum (0.3 metres/1 foot).
11. Clause 3.13 Climate Change (a) & (b) – These are good statements but quite general, and should be expanded on if this is to be included as a single clause (e.g., examples of initiatives in adapting to climate change and innovative practices that are deemed “approved” as stormwater management practices). However, the preference is to incorporate language of climate change considerations across the report and not as a single clause.
12. Clause 4 Application – *“This policy applies to all Development activity in the City, with the exception of City operations and/or actions.”* – It is unclear why the policy doesn’t apply to City operations and/or actions.

13. There is no reference to tracking the condition and performance of the City's stormwater system. If it is covered in other policy documents, perhaps it should be referenced in the Stormwater Policy.

Key Considerations/Implications:

1. Budget/Financial Implications: N/A
2. Partners or Other Stakeholders: N/A
3. Alignment with Strategic Directions/Adopted Plans: Sustainable City
4. Legal or Policy Implications: N/A
5. Privacy Implications: N/A
6. Engagement and Communications Considerations: N/A
7. Human Resource Implications: N/A
8. Procurement Implications: N/A
9. Information Technology Implications: N/A
10. Other Implications: N/A

Recommendation:

That Council directs staff to prepare a revised Stormwater Management Policy that considers the recommendations provided.

Prepared by: Edmundo Fausto

Approved by:

Report Approval Details

Document Title:	Stormwater Management Policy.docx
Attachments:	
Final Approval Date:	Oct 8, 2020

This report and all of its attachments were approved and signed as outlined below:

Brian Head - Oct 8, 2020 - 3:37 PM

Lynnann Winsor - Oct 8, 2020 - 4:10 PM

DECISION/DIRECTION NOTE

Title: Steps and Laneways Snow Clearing Operations Revision

Date Prepared: November 4, 2020

Report To: Committee of the Whole

Councillor and Role: Councillor Ian Froude, Public Works & Sustainability

Ward: N/A

Decision/Direction Required:

To consider reprioritizing the Steps and Laneways Snow Clearing responsibilities to increase service frequency and effectiveness.

Discussion – Background and Current Status:

The Parks and Open Spaces Division is responsible for the snow clearing and ice control of City owned buildings, steps and laneways, municipal parks and selected trails, through the following actions:

Responsibilities:

- Provide effective snow clearing and ice control to City owned buildings and parking lots.
- Snow clear and provide ice control to steps, laneways and identified sidewalks.
- Snow clear and provide ice control to Bowring Park for off-street winter walking.
- Place and service salt boxes in areas where ice control by salt trucks may be delayed due to route priorities or inaccessibility.
- Clear school crosswalk queuing areas, several of which are staffed by crossing guards.
- Clear pedestrian activated push buttons at intersection crossings.
- Clear pedestrian laneways in proximity to schools and post - secondary institutions.
- Clear pedestrian laneways providing links to cleared sidewalks.
- Groom selected Grand Concourse Authority trails for walkers and skiers.
- Maintain the Loop at Bannerman Park.

Process:

Staff respond to weather events in order of designated priority:

- **Priority 1** - City buildings (33 sites) and associated parking lots (38 sites)

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- **Priority 2** – Downtown steps and laneways (New Gower St., Duckworth St., George St. and connecting laneways and streets (14 sites), Bowring Park (12 sites), Bannerman Park (6 sites)
- **Priority 3** - Steps and laneways south of the Topsail Rd to Military Rd elevation (31 sites), Crosswalks (27 sites) access laneways in school area (33 sites), salt box service (54 sites)
- **Priority 4** – Steps and laneways north of the Topsail Rd to Military Rd elevation (19 sites), pedestrian activated light crossings (102 sites)
- **Shoveling locations** – 115
- **Heavy equipment locations** – 206

Completion following the end of the snowfall:

- **Priority 1** – 24 hours
- **Priority 2** – 48 hours
- **Priority 3** – 96 hours
- **Priority 4** – 144 hours

It should be noted that in the event that a subsequent snowfall occurs prior to the completion of all priorities, restarting the routes will be necessary, before advancing. This situation is quite common during mid – winter and often leads to delays in the service to low priority sites, or in rare cases, sites becoming snow packed and inaccessible for the remainder of the winter.

Realignment of Priorities and Service Level

As part of the engagement process on sidewalk snow clearing, the public indicated the importance of ensuring that Priority 1 streets and sidewalks were cleared most effectively; steps and laneways in high priority areas also require that same level of attention.

A mapping tool provided during the public engagement process offered individuals the opportunity to highlight areas where either improved or continued attention was required, as well as areas where snow clearing was not a priority.

This feedback was closely reviewed by staff.

A number of steps and laneways, currently cleared as Priority 3 and 4 sites, were placed on snow clearing routes several years ago to establish neighbourhood linkages, in the absence of cleared sidewalks. Since then, sidewalk snow clearing has been rationalized and more efficient linkages created.

Furthermore, following an assessment of completion times and service levels at Priority 2 locations, it was determined that snow clearing effectiveness could be increased through the discontinuation of service to the following Priority 3 and 4 sites:

1. Poplar Ave. to Chestnut Pl. Steps - not connected to a cleared sidewalk route.
2. Dartmouth Pl. Steps - not connected to a cleared sidewalk route, provides access only to a snow - covered soccer pitch. Cleared sidewalk route is along Strawberry Marsh Rd at north end of Dartmouth Pl.
3. Winter Ave. to Glenridge Cr. Steps - minimal value shortcut that does not connect to a cleared sidewalk route.
4. Quidi Vidi Rd. to Empire Ave. Steps - shortcut between two houses, not on a sidewalk route.
5. 173 Topsail Rd. - St. Mary's School Steps - not on a sidewalk route and ends at an uncleared path to the school.
6. Brennan St. Steps - very low traffic volume street with a short distance to the Water St. sidewalk. Primarily services a building.
7. Clifford St. Steps - discontinue, as site is used for snow storage during road widening. Impractical to clear.

Removing these sites from the snow clearing shoveling routes enhances the time crews are available to spend at Priority 2 and 3 steps and laneways. This change will enable a higher level of service:

- low accumulation snowfalls will be more rapidly addressed; and
- ice control may be conducted more frequently.

The increased service level will be readily apparent in the Downtown Core and in the linkages connecting the Topsail Rd./ Military Rd. elevation to the business area. Salt can be redeployed to increase ice control effectiveness, at no additional cost. Additional service, typically required after minor snowfall plowing, will also be afforded pedestrian activated light crossing locations.

Key Considerations/Implications:

1. Budget/Financial Implications:
No increased cost. May reduce costs depending on weather conditions.
2. Partners or Other Stakeholders:
NA
3. Alignment with Strategic Directions/Adopted Plans:
 - A Sustainable City
 - A City That Moves
 - A Connected City

- An Effective City
4. Legal or Policy Implications:
NA
 5. Privacy Implications:
NA
 6. Engagement and Communications Considerations:
Steps and laneway priorities will be added to the City's webpage, stjohns.ca/snow.
 7. Human Resource Implications:
NA
 8. Procurement Implications:
NA
 9. Information Technology Implications:
NA
 10. Other Implications:
Increased service level with existing resources.

Recommendation:

That Council approve the indicated changes to the Parks and Open Spaces Division snow clearing and ice control operations to enhance service level delivery.

Prepared by: Brian Head, Manager, Parks and Open Spaces Division, November 2, 2020

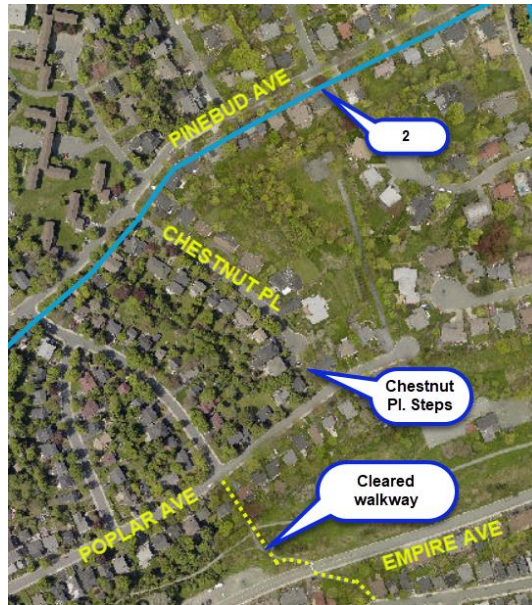
Approved by: Lynnnann Winsor, Deputy City Manager, Public Works, November 2, 2020

Attach. Appendix 1: Steps and Laneways Proposed Changes

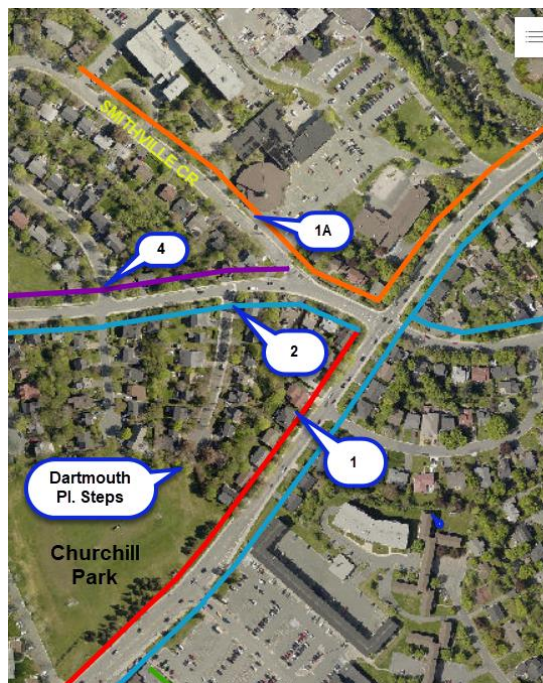
Appendix 1.

STEPS AND LANEWAYS PROPOSED CHANGES

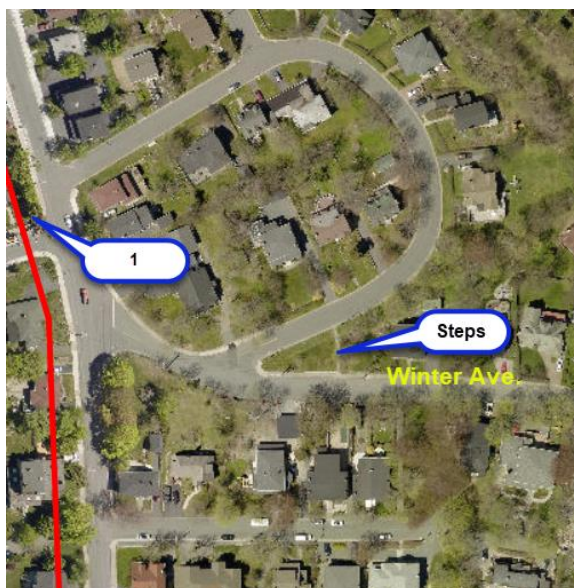
1. Poplar Avenue to Chestnut Place Steps - not connected to a cleared sidewalk route.



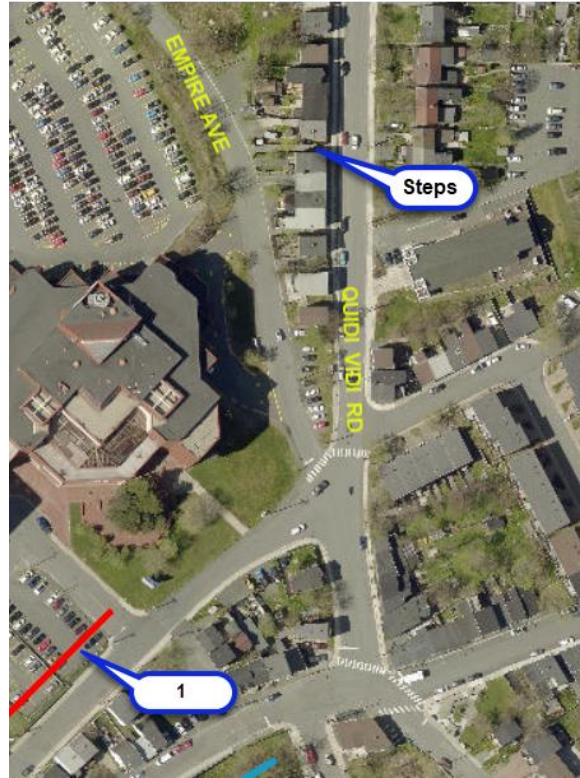
2. Dartmouth Place Steps - not connected to a cleared sidewalk route, provides access only to a snow - covered soccer pitch. Cleared sidewalk route is along Strawberry Marsh Rd.



3. Winter Avenue to Glenridge Crescent Steps - minimal value shortcut that does not connect to a cleared sidewalk route.



4. Quidi Vidi Road to Empire Avenue Steps - shortcut between two houses, not on a sidewalk route.



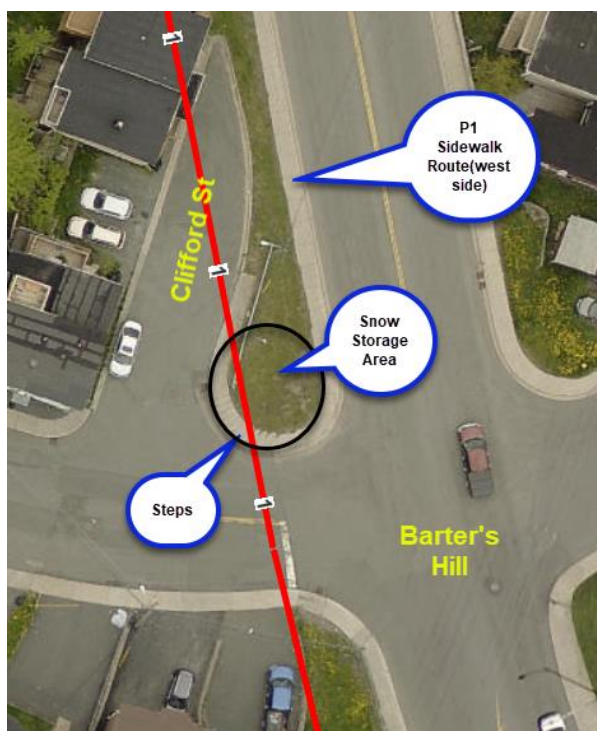
5. 173 Topsail Road - St. Mary's School Steps - not on a sidewalk route and ends at an uncleared path to the school



6. Brennan Street Steps - very low traffic volume street with a short distance to the Water St. sidewalk. Primarily services a building.



7. Clifford Street Steps - discontinue, as site is used for snow storage during road widening.



Report Approval Details

Document Title:	Steps and Laneways Snow Clearing Operations Revision.docx
Attachments:	
Final Approval Date:	Nov 4, 2020

This report and all of its attachments were approved and signed as outlined below:

Lynnann Winsor - Nov 4, 2020 - 12:51 PM

INFORMATION NOTE

Title: Downtown Pedestrian Mall Review

Date Prepared: November 4, 2020

Report To: Committee of the Whole

Councillor and Role: Councillor Shawn Skinner, Special Events

Ward: Ward 2

Issue: To provide a report on the Downtown Pedestrian Mall project and present a series of findings in support of future Mall projects.

Discussion – Background and Current Status:

The Downtown Pedestrian Mall project was developed in response to, and as a means of, providing the business community expanded space from which to sell their goods and services, with the anticipated result of stimulating the downtown economy, and a means to adhere to required public health physical distancing guidelines stemming for the COVID 19 pandemic.

In short order the City of St. John's through the Special Events Regulatory Committee, worked with businesses in the downtown to develop a program and process by which to pedestrianize an area of Water St. The Mall operated from July 3 to September 7. Ancillary to the Mall were businesses in adjacent streets that took advantage of outdoor extensions. These businesses and those in the Mall footprint had the opportunity to continue their extension until November 1.

A review of the project is largely informed by an engagement process with public, businesses and several stakeholder groups. The What We Heard document was posted to the [Engage St. John's](#) site on October 22 and shared with everyone who participated and through the City's regular communications channels.

There were many recommendations arising from the Engagement sessions, Special Event Regulatory Committee feedback, as well as internal discussion - these recommendations require further discussion and evaluation prior to recommendation to Council.

Key Considerations/Implications:

1. Budget/Financial Implications: The cost to deliver the Mall was \$183,933. \$120,000 was provided by federal and provincial governments, therefore the City's cost being \$63,933. The attached report identifies categories of expenditure.
2. Partners or Other Stakeholders: As noted in the attached report there are several stakeholder groups who will need to be consulted as the design and implementation of future Mall projects are developed and delivered, especially Downtown St. John's (BIA), Inclusion Advisory Committee, a transportation stakeholder group as well as the City's Special Events Regulatory Committee. An internal City staff Pedestrian Mall Team is proposed to guide the planning of future malls.
3. Alignment with Strategic Directions/Adopted Plans: In delivering on the pedestrian mall the city is developing and delivering programs, services and public spaces that build safe, healthy and vibrant communities, as part of the strategic goal of a Connected City. Should this project be considered for 2021 it would be added to the 2021 Strategic Plan Action Plan.

It is also a means by which to facilitate and create the conditions that drive the economy by being business and industry friendly; and being a location of choice for residents, businesses and visitors, being part of the direction to be a Sustainable City.

4. Legal or Policy Implications: There are several regulatory matters that have to be addressed through developing exterior business spaces (extension of premises). These are addressed through the Special Events Regulatory Committee.
5. Privacy Implications: N/A
6. Engagement and Communications Considerations: As noted, several stakeholder groups would be consulted as part of the project development. The Mall project would also have to consider, as part the design, communication channels and mechanisms. The City's Communications Division and Downtown St. John's would need to be involved in developing and delivering on relevant communications plans.
7. Human Resource Implications: The recommended Pedestrian Mall Team of city staff and the Special Events Regulatory Committee would be involved in the planning of future Mall projects.
8. Procurement Implications: Any procurement of goods and services required in implementation would follow procurement processes
9. Information Technology Implications: Arising from the What We Heard document, was recommendation to have free Wi-Fi available in the downtown.

- 10. Other Implications:** Other Implications: Delivering on future Mall projects will reinforce the City's projects, in process, such as the lighting program and wayfinding, and supports place development.

Conclusion/Next Steps:

For staff involved in the Downtown Pedestrian Mall, next steps include using the information from the attached report, the What We Heard Document, the Continuous Improvement Yellowbelt Project and other forms of feedback, to develop a list of recommendations for Council consideration in future mall projects.

Prepared by:

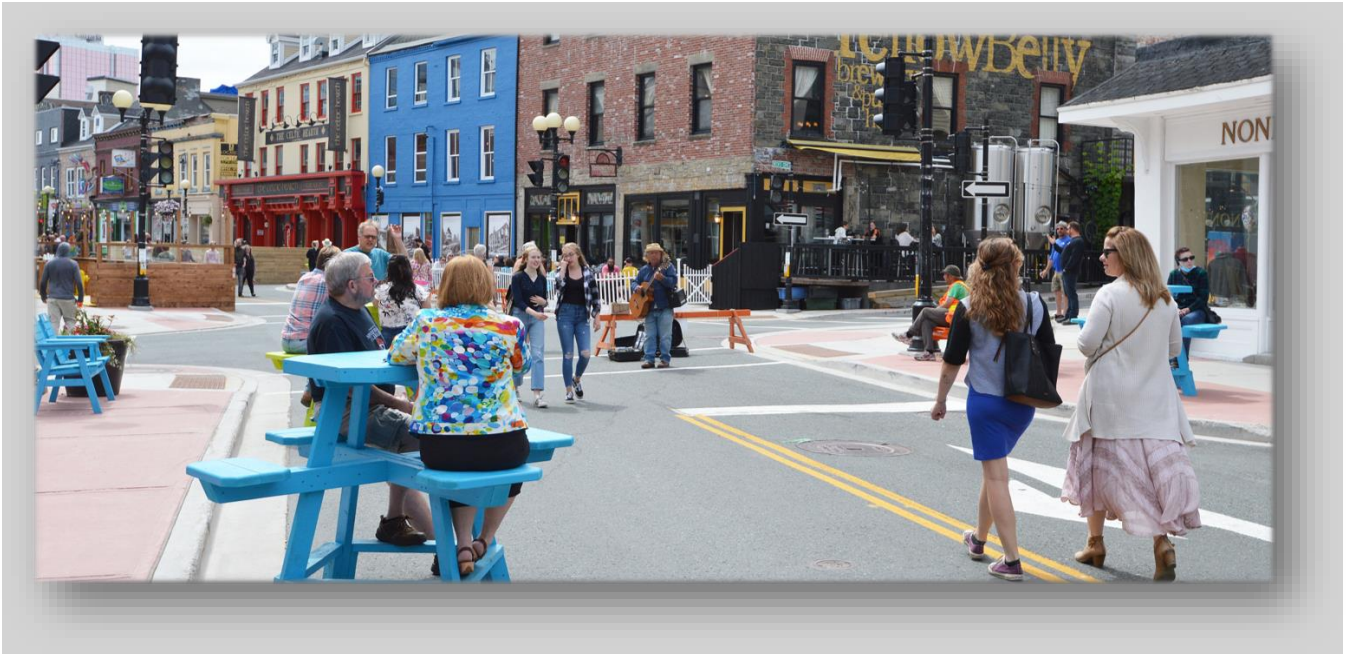
Elizabeth Lawrence, Director – Economic Development, Culture & Partnerships
Jennifer Langmead, Supervisor – Tourism & Events

Approved by:

Tanya Haywood, Deputy City Manager – Community Services

Attachments:

Downtown Pedestrian Mall Review
What We Heard Pedestrian Mall



Downtown Pedestrian Mall Review

November 2020

Project Description

The Downtown Pedestrian Mall (DPM) project was developed in response to, and as a means of, providing

1. the business community expanded space from which to sell their goods and services, with the anticipated result of stimulating the downtown economy, and
2. a means to adhere to required public health physical distancing guidelines stemming for the Covid 19 pandemic.

Specifically, the area within the Mall sought to maximize the number of restaurants, retail and related businesses captured in the pedestrianized sections of road closure, while maintaining and offering:

- access to parking garages
- traffic detours
- emergency access
- accessibility

The intent of this report is to consider specifically the project within the footprint of the Downtown-pedestrian mall (Mall). Of note, there were related projects that complemented the Downtown Pedestrian Mall, that being the extension of some existing patios on George Street, adjacent to the Mall area and the Dine on Duckworth program.

The report considers:

- the experiences, garnered through the comprehensive engagement process, of businesses, public, consumers, and a range of stakeholders including those from the transportation, and inclusion communities gathered through surveys and stakeholder discussions,
- information on the resources deployed to close the section of Water St. to facilitate its pedestrianization,
- perspectives from social support sector and City's Special Events Regulatory Committee (and the agencies represented on that Committee) and,
- offers findings, insights, and recommendations.

Footprint and Timeframe

On June 16, 2020 Council made the decision to move forward with the closure of the section of Water Street to facilitate the Mall concept for opening on July 3, 2020. In addition to the decision about the area and timing of Mall, Council had to consider that the Water Street infrastructure project was not completed until June 28 therefore influencing the earliest date for opening the Mall. This provided little time within which to execute a complex set of requirements ranging from public health requirements to life safety and business needs and operations. The decision was to operate the Mall until September 7, 2020. On August 31, Council, in response to demands from businesses

The Mall stretched from Bishop's Cove/Adelaide Street to Job's Cove/Prescott Street. Traffic on Ayre's Cove and McBride's Hill was be one-way northbound. McBride's Hill was closed to southbound traffic. Southbound traffic on Prescott Street was detoured to Harbour Drive via Job's Cove.



Resources

Creating the Downtown Pedestrian Mall was more than closing the street to vehicular traffic, various resources had to be deployed to make the space attractive, safe, and comfortable for businesses and consumers.

Security/Project Staff

Shifting the Water Street area from vehicular to pedestrianization meant deploying barricades and security to assist with traffic flow (deliveries, couriers, and related transportation) and general support. To adhere to public health measures, staff were required to clean picnic tables, support garbage collection, and remind the public of social distancing.

Amenities: Public Seating and Garbage

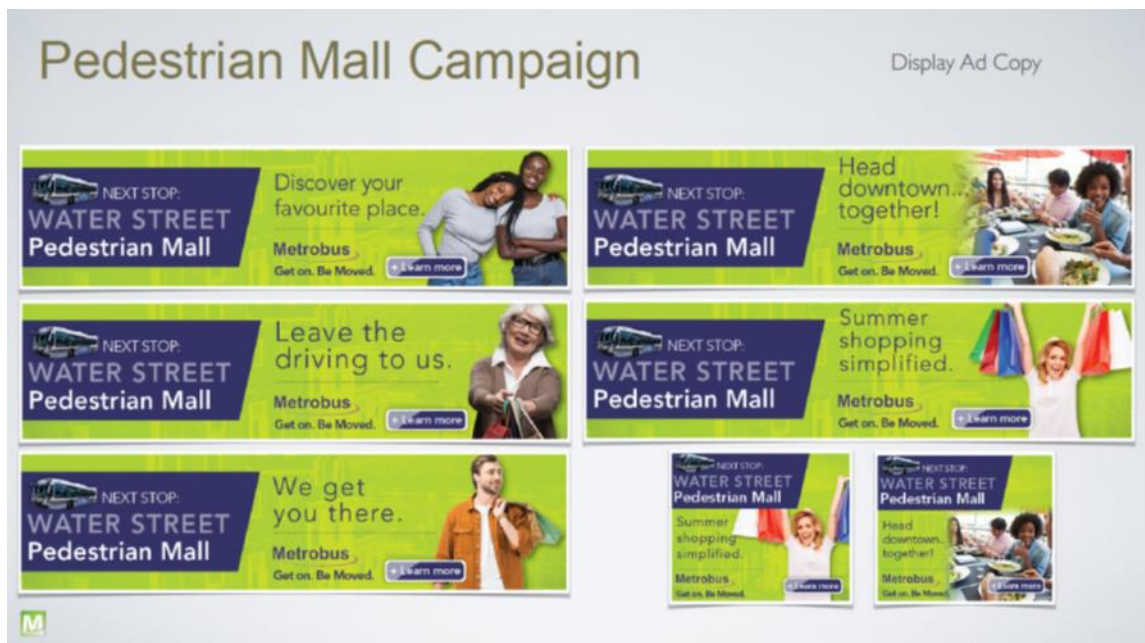
City of St. John's and Downtown St. John's installed chairs, tables, and additional garbage and recycling receptables.

City of St. John's Picnic Tables	DTSJ High Top Table	DTSJ Chairs	Garbage Bins	Recycling Bins
47	11	25	14	13

Marketing

City of St. John's, Downtown St. John's, and several other partners, such as Metrobus and Destination St. John's undertook paid and/or social media campaigns to raise awareness of the Mall project. For example, Metrobus developed a targeted Mall campaign to encourage ridership (see below).

Marketing investments aligned with how the public learned about the Mall. Social media, word of mouth and news were the primary ways in which the public heard of the project. {61% social media, 53% word of mouth, 52% news, 40% social media (multiple responses permitted)}. See *Pedestrian Mall Public survey* [on Engage St. John's](#).



Financing

Public and private agencies financially supported to creation of the Mall. The City of St. John's incurred \$183,933 for the amenities, services, marketing and other items.

Category	Total Expenditures	Financing		
Marketing	\$6,089	City of St. John's	ACOA	TCII
Security/Staffing	\$163,068	\$ 63,933	\$60,000	\$60,000
Amenities	\$11,194			
Cleaning	\$3,581			

Downtown St. John's, the business improvement association, made investments by way of amenities and marketing on behalf of their members.

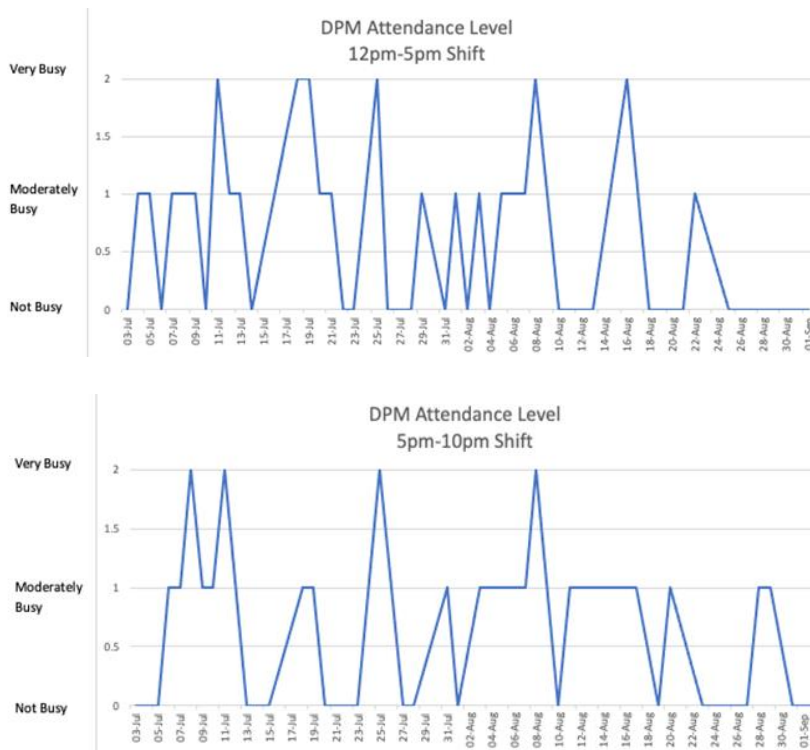
Project Results

The engagement program was the primary means by which to gather perspective about the value, issues and recommendations about the Mall and future considerations. This was supplemented by gathering internal information on the resources deployed to facilitate the Mall, perspectives from social support sector and the regulatory agencies involved, and other findings, insights, and recommendations.

Attendance and Response

Responses gathered through the engagement process indicated a very positive response to the Mall with 98% of the public indicating there should be future Malls, giving a 4.5 out of 5 average rating, and businesses within the Mall rated it 4.3 out of 5 with 89% indicating there should be future Malls. 67% of businesses outside the footprint indicated there should be future Malls. [*{What We Heard Report, Engage St. John's}*](#)

As expected good weather was better for public attendance although not always. Security/event staff would provide daily metrics on volumes of pedestrian traffic and record type of weather. While not precise it does provide some perspective as to the public's attendance and there were some sunny days when the traffic may have been moderately busy.



Businesses Within Mall

A total of 24 businesses took the opportunity to extend their presence in some manner outside their interior space with the primary business type being restaurants.

Business Type	Number
Restaurant	17
Bar/Lounge	4
Retail	2
Other	1

In addition to the public investment and the investment by Downtown St. John's, many businesses within the Mall footprint made their own investments whether by increasing employment, advertising, purchasing materials or equipment therefore generating some economic spinoffs in addition to their product/service offerings.

Businesses within the Mall indicated, (79%) that the Mall had a mostly positive impact, with 7% indicating a mostly negative impact. Ninety-five percent of businesses within the Mall and 66% of businesses outside of the mall footprint indicated that they would like to participate in future pedestrian malls.

Positive impacts included new customers, and increased exposure translating into improved financial returns. Conversely those businesses citing a negative experience noted customer access concerns and no increase in customer base.

Given the objective of the project to provide businesses with the platform/opportunity for increased economic activity, the project can conclude that this was achieved. [{See Business Survey Results, Engage St. John's}](#)

Parklettes/Patios/Business Outdoor Expansion – Outside Mall Footprint

After a public advertising period, on July 6, Council gave approval to allow businesses outside the immediate Mall footprint the option of expanding their space to adjacent areas. A total of 24 businesses took advantage of this option.

Thirty-one percent of businesses located outside the mall footprint who completed the Business Survey had applied to extend their premises or make modifications to their outside footprint.

Of the businesses outside of the mall footprint who completed the Business Survey, 50% experienced new customers, 46% benefited financially, and 46% felt the overall viability of their business during the pandemic was improved because of the increase in customer flow from the mall.

Business Type	Number
Restaurant	16
Bar/Lounge	6
Hotel	2

Findings, Insights and Suggestions

The results from the engagement process form a separate document. The Findings, Insights and Recommendations reflect the engagement results as well as insight from staff, and ancillary stakeholder discussions. Projects in process will support enhanced functionality and space animation noted from the engagement results these are noted in the findings.

Continuous Improvement

From the perspective of both the businesses who availed of the expansion options (both within the Mall and outside the Mall footprint) and the City of St. John's and other regulatory agencies (St. John's Regional Fire, Royal Newfoundland Constabulary, Service NL, Newfoundland Liquor Commission, St. John's Ambulance), there is a recognition that there are opportunities for enhanced communications, and possible streamlining of processes.

Depending upon the activity, businesses had to deal with several agencies for a number of approvals. The pedestrian mall event/regulatory process will become a Continuous Improvement (CI) Project. The CI process has a defined methodology with a proven set of tools and techniques that are applied to make processes better and more efficient.

Pedestrian Mall Team

The results from the engagement processes suggest that there is a myriad of interests that need to be considered in the design of future Mall projects. Public health and

safety are paramount and must be met, additionally suggestions from the City's Inclusion Advisory Committee need to be considered. A variety of perspectives and suggestions were also offered in terms of improving the functionality and aesthetics of the Mall. The downtown is dynamic and functions as a unique area of the City, it is a business district, a residential neighbourhood, an entertainment zone and a visitor destination. Meeting all the many and specific needs is complex.

An internal City Pedestrian Mall Team, with perspectives from a variety of City units covering events, business, arts and culture, recreation, inclusion, regulatory, transportation, traffic, waste management and parks should guide Mall design and programming. Decisions about the location, length and hours of operation, functionality of any future Malls should be recommended to St. John's City Council by this Team.

Stakeholder Insights in Mall Design

Business Community

The Pedestrian Mall Team will be responsible for connecting with relevant stakeholders to ensure concerns and recommendations as identified through the engagement process are considered in future Malls. Downtown St. John's as the Business Improvement Association for the downtown should play the key liaison/conduit role with the business community within its precinct.

Vulnerable Population

Opportunities to work with businesses, and consequently their patrons, to increase understanding and misconceptions about panhandling need to be considered. Education initiatives can be delivered during the "off season" with the objective of creating awareness and generating solutions.

Transportation

While some parking garages indicated an increase in use there is an opportunity for generating increased awareness of parking options and opportunities to encourage a range of transportation options. Access to the areas for business related deliveries and services need to be considered. Therefore, a specific transportation focused stakeholder group will need to be consulted by the Pedestrian Mall Team.

Inclusion

Before recommendations on design of future Malls are made the City's Inclusion Advisory Committee should be consulted.

Water St. Infrastructure Project Considerations

If future Malls are recognized as economic generators, then consideration needs to be given as to the impact the next phase of Water St. infrastructure project will have on potential timelines and opportunities for enhancement of the design. Current planning for the next phase of the Water St. infrastructure project is underway and construction timelines will be for the period of April to end of June 2021.

Post Pandemic and Placemaking

During the Covid 19 pandemic summer 2020, with out of province and out of country travel restrictions, and with the inability to deliver festivals and events, the introduction of pedestrian mall afforded primarily residents (82.2%) an experience and activity and there were few competing events. However, there was also little tourism activity therefore it can be expected that when travel restrictions are relaxed and tourism activity regains, the Mall will also be an added attraction. The Tourism Destination Development Plan for the North East Avalon identifies downtown St. John's as an anchor in the tourism product and the Mall project reinforces this from a tourism development perspective. Engagement responses recommended selection of ideas to enhance the space from a visitor perspective.

Animating the Mall

Buskers and gatherings were not sanctioned as there was need to adhere to public health guidelines, several animations from poetry on the street to live statutes suggest opportunities for street art and animation. Businesses within the Mall also developed new approaches to showcase their products thus enhancing and demonstrating the potential for more interactive elements to the Mall concept. There are opportunities to develop programming in support of the Mall project that enlivens the space, creates interest and encourages return visits and expenditures.

Wayfinding/Signage

The *What We Heard Report* notes that signage could be improved on the street and could also be used to increase awareness of parking spaces. The City's wayfinding and signage program currently in development will aid in creating awareness of destinations and parking, and aid pedestrian movement in the downtown area. However, additional investments may be needed to improve the quality of the signage pertinent to this particular activity.

Lighting

Council is considering replacing the existing decorative globe HPS fixtures with new LED fixtures that meet the aesthetic requirements developed by the Downtown Decorative Street Lighting Working Group in partnership with Downtown St. John's once funding for the project becomes available.

Changes to Business Profile

The business portfolio is a changing one. With the effects of the pandemic, shifts in business product and service delivery, different work patterns and the downturn in the oil industry, the size and type of businesses operating in the downtown may change. As new Malls are designed consideration will need to be given as to the business offerings within the footprint as well as opportunities to consider the introduction of temporary businesses. City of St. John's and Downtown St. John's can work with property owners to understand, support and facilitate a business mix to support the Mall experience.

Investment Considerations

The cost to deliver on the Downtown Pedestrian Mall project was in the order of \$183,000 . Much of this cost is variable and will have to be expended on an annual basis. These costs being Mall security, cleaning supplies and marketing. These costs are directly related to the footprint of the Mall and the timeframe for which it operates, i.e., a larger area will require additional security and/or an extended timeline will require security. Other improvements may also require additional funds.

The investments in tables and chairs and related amenities are capital costs and should not require reinvestment unless a larger footprint is considered. The temporary street barricades could be replaced with a more aesthetically pleasing, durable and functioning barricade system. This would be a capital cost.

Conclusion

The What We Heard Report on the engagement around the Downtown Pedestrian Mall documents the feedback from the public and businesses about their experiences from a planning, implementation, and future Mall perspective.

This report presents supplementary information on the additional facets of delivering this project to form a more complete picture of the aspects for consideration for future malls and implications for planning and stakeholder engagement.

OUR CITY. OUR FUTURE.



Downtown Pedestrian Mall

What we Heard from Public Engagement
October 2020

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ST. JOHN'S

Disclaimer

- This document aims to provide a summary of what was heard from participants during the public engagement process. It is not meant to reflect the specific details of each submission or conversation word-for-word.
- The City produces a What we Heard document for every city-lead project where public engagement is used to share back with the community the commentary collected and to ensure we heard you correctly.
- The full scope of commentary is used by the project team, city staff, and Council to help inform recommendations and decisions.

Context and Background

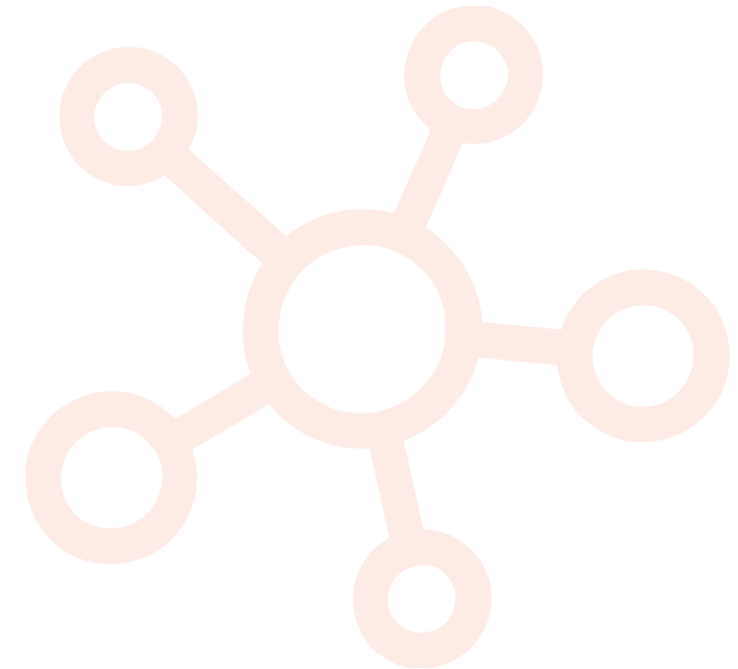
- The Downtown Pedestrian Mall (the Mall) was developed in response to, and as a means of, providing a stimulant to the downtown economy and to create space for residents to enjoy the outdoors in a safe, public health guided way.
- Timelines were tight; feedback from the business community prior to and throughout the process was facilitated by Downtown St. John's.
- The section of Water Street closed to traffic to create the Mall included four blocks from Adelaide St. to Prescott St.
- Deliveries and essential traffic were allowed through the street before noon each day and by exception on an as-needed basis.
- Businesses within the Mall space were able to extend their footprint to increase capacity by way of permit process .
- Businesses in the Downtown but outside the Mall space were able to avail of parklettes.
- The Mall was one of few actual “events’ happening in and around St. John's in summer 2020.
- Accessibility concerns were raised early in implementation in relation to access to sidewalks and patios.
- Some businesses in the Downtown expressed concerns about the Mall throughout the implementation.

Purpose of Public Engagement

- Gather feedback from businesses within the Mall about their experience from a planning, implementation, and future Mall perspective
- Gather feedback from businesses in the Downtown but outside the Mall about their experience from a planning, implementation, and future Mall perspective
- Gather feedback from other stakeholders impacted by the Mall including the transportation sector, inclusion community
- Gather feedback and perspectives from users of the Mall about their experience visiting the Mall and Downtown generally including how they got there, time spent, money spent, types of businesses visited, what they liked, what was challenging, etc.
- Gather feedback and perspectives from people who were aware of the Mall but did not use it, to better understand why they did not visit the Mall
- Provide simple, easy to use tools to gather feedback from all stakeholders
- Ensure the engagement is timely to capture real-time experience and respects businesses time

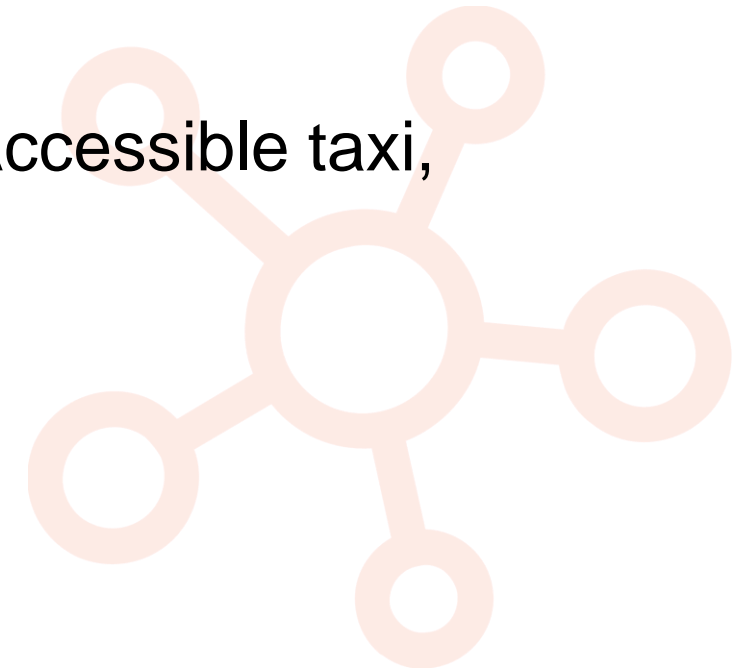
Public Engagement Goal

- Be able to use the information gathered through public engagement in combination with technical assessments and feedback from the Special Events Regulatory Committee to make recommendations for future pedestrian malls.



Stakeholders

- Businesses within the Mall
- Businesses in the Downtown Business Improvement Area (BIA) but outside the Mall and those on the periphery of BIA
- Business Associations
- People who live Downtown
- Transportation Services – Public transit, Go Bus/Accessible taxi, taxis, couriers, delivery
- Persons with Disabilities
- Visitors/Users of the Mall
- Non-visitors of the Mall



Public Engagement Tools

Tactic	Target Group
Engage Page with Ideas Tool and Stories (what worked well, what was challenging for you, what could we do to improve the user experience)	Users/non-users of the mall
Surveys	Business stakeholders Public survey
Social media – Quick polls	Users/non-users
Focus groups – Key stakeholder groups	Businesses, Transportation Sector and Inclusion
Point in time feedback – on the street survey	Users
Email and calls to 311	Users/non-users and other stakeholders who are not able to use other tools provided



Promotion of Public Engagement

- The City shared information about business stakeholder sessions and provided a link to the business survey via email with business associations who communicated directly with their members. This included: Downtown St. John's, St. John's Board of Trade, George Street Association, Destination St. John's, and Building Owners and Managers' Association. Promotion ran from Sept. 21 to Oct. 6.
- Public promotion began on Sept. 30 and ran until Oct. 11 and included a newsletter to over 2600 registered users of engagestjohns.ca, social media posts (Facebook, Instagram and Twitter), city website content and paid advertising in the Telegram and VOXM, and within City Community Centres.
- Other key stakeholder groups were sent direct invitations to meetings.


Points of Engagement

- Nearly 1,900 visitors to engage, 177 of whom were actively engaged – 779 interactions with the ideas tool
- Public surveys – 463 responses to the public online survey, 57 intercept surveys on the street during the Mall
- Business survey – 114 surveys completed
- Business stakeholder focus groups - five sessions – 16 business participated
- Business feedback via email or phone call – three submissions
- Public feedback via email – 12 submissions
- Other stakeholder sessions:
 - One session with transportation sector which included taxi, courier, armoured vehicles, Metrobus, Go-Bus
 - One meeting with City's Inclusion Advisory Committee who then had a sub-group meeting to prepare a response
- Social Media – reached 50,777 people, 1987 engagements, 13 comments

What the Public told us about the Pedestrian Mall

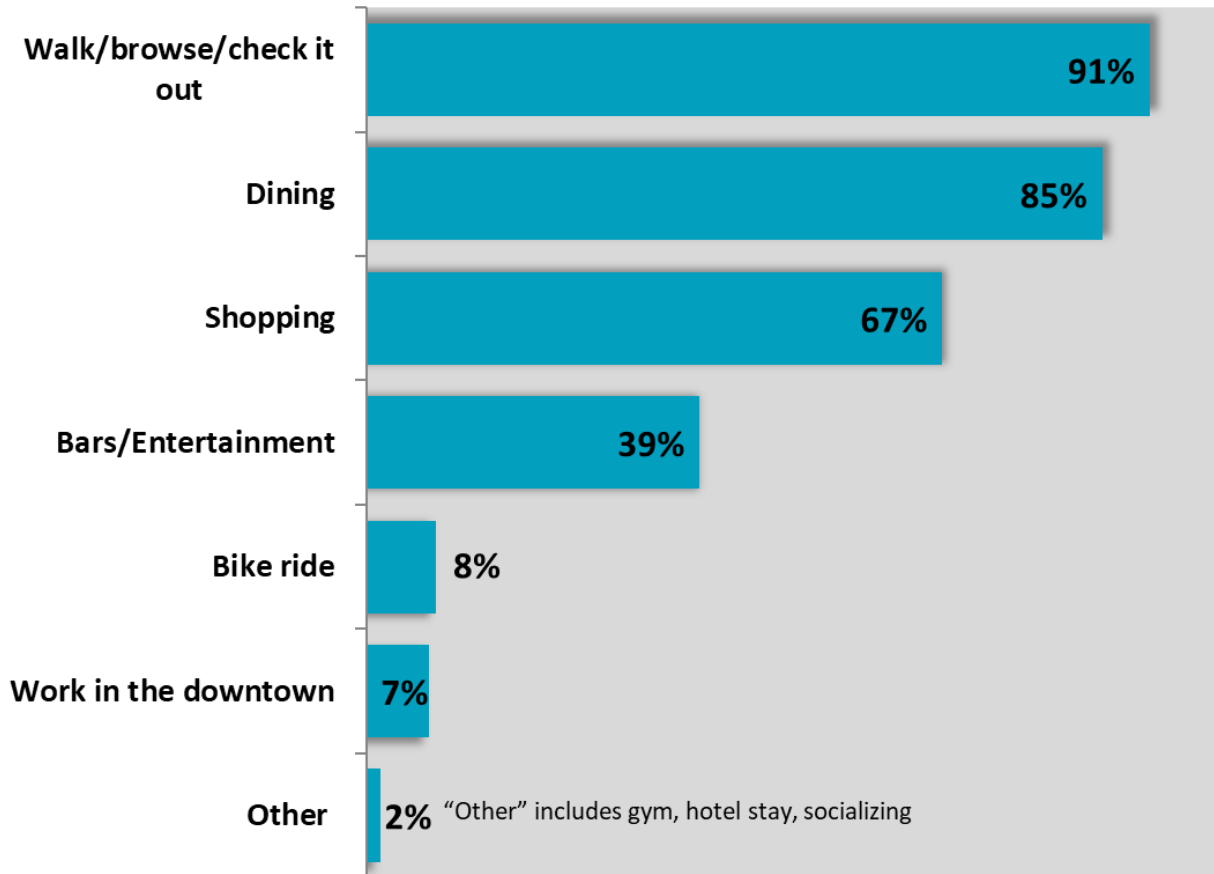
What they liked

- Sense of community/family-friendly/safe
- Liked the “vibe” and energy created
- Able to support local businesses
- Discovered new stores
- Able to maintain space between other people
- Could walk, stroll, meet up with friends
- Eating outside/public spaces and business spaces
- Less noise
- Brought people to the Downtown who don’t normally visit
- Changed the character of the Downtown
- Downtown became a destination/attraction
- Felt European



“I spent more time and money downtown this summer than I have in years.”

Purpose of visits - How they got there - Where they parked



85%

Visited the mall 3 or more times

50% +

Visited businesses outside the Mall

59% drove
48% walked

How they got there

82% on street
42% paid parking garage

Where they parked

Deciding to go downtown

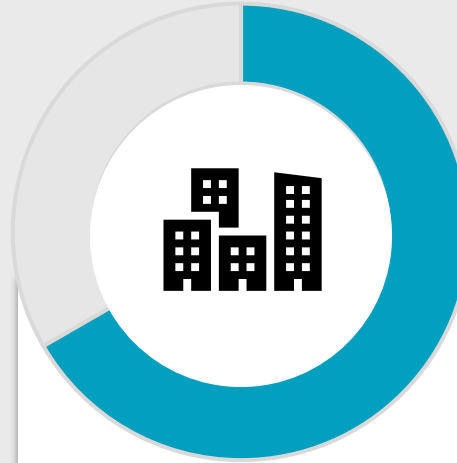


89%

The availability of the Mall influenced the decision to go Downtown.

n = 486

Discovering new services

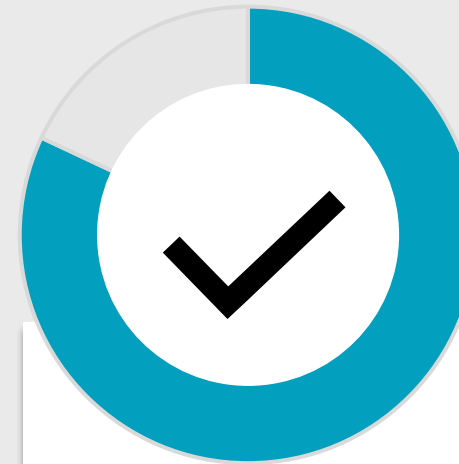


63%

The Mall helped the patron discover new services or businesses in the Downtown.

n = 486

Choosing Downtown in the future



82%

Experience with the Mall increased the likelihood the patron would shop/dine etc. in the Downtown in the future

n = 476

75%

Of respondents who were previously infrequent visitors to the downtown (yearly or never) indicated they were now more likely to choose the Downtown in the future

n = 73

What the Public told us about the Pedestrian Mall

What was challenging/tricky

- Accessibility, especially blue zone parking, wheelchair access on the street
- Intersecting streets that were open to traffic created less safety, especially for kids
- Panhandlers
- Was called pedestrian but people allowed on bikes, scooters
- Decks connected to buildings created some challenges for some - funnels
- Too little public transit to and from the Downtown
- Parking
- Recycling bin access

“The Pedestrian Mall was not accessible to senior citizens especially those with mobility issues. Nor was it accessible to anyone with mobility or other health issues.”

6% of people surveyed did not visit the Mall. Reasons for not visiting included:

- Parking
- Public health concerns
- Not interested
- Accessibility concerns

What the Public told us about the Pedestrian Mall

What they want to see improved

- Include other areas such as Duckworth Street and George Street
- Extend the season/start earlier and go later into fall or consider year-round
- Opportunities to add buskers, food trucks, pop up/bring the stores outside
- More things for kids to do
- Signage – arrows on the streets, directional signs on the street and to other areas
- Beautification – more trees/greenery
- Fill the dead zones
- Promote alternative transportation like bus routes
- Flea markets
- More “doggy doo” bags
- Dedicated areas/lanes for skateboarders/bikes
- More bike racks
- Connect to a trail network to make it truly pedestrian/active transportation
- More places to sit outside of business spaces

- More cleaning
- Consider how the next phases of the Water Street project could support improvements for a Pedestrian Mall
- Make better use of the courthouse square
- Better/improved lighting
- Make use of parking lots inside the Mall to add to the Mall –use all the space
- Market the Mall as quality of life activity not just as a business/consumer activity
- Increase awareness of parking spaces – through signage
- Accessible Public Washrooms
- Booths at either end – think Tourism
- Christmas market
- Free Wi-Fi
- Angle parking on Harbour Drive to increase parking availability
- Trolley service to improve accessibility

“More, just more of everything!”

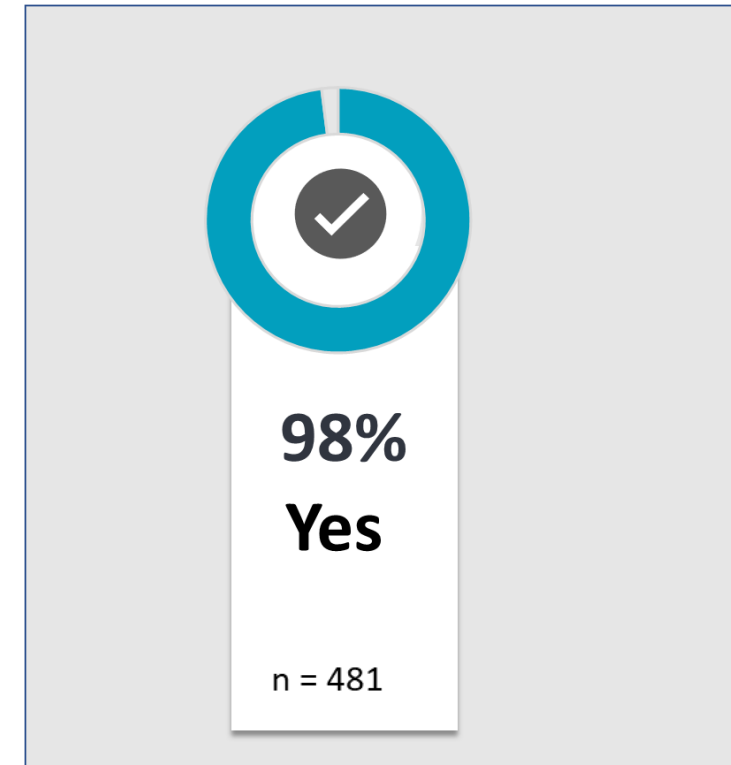
From the public perspective

Survey respondents rated their overall satisfaction with the pedestrian mall on scale of 1 to 5 where 1 was poor and 5 was excellent



To read more about what the public said specifically through the survey, click [here](#).

Should the Downtown Pedestrian Mall be considered for the future?



What we heard from the Inclusion Community

- They felt there was no consultation during the planning process and when feedback was sought there was not enough time to influence design.
- Blue zone parking inside the Mall was problematic; forcing people to drive through a pedestrian street. Other areas for blue zone parking were not well placed.
- Access to businesses was limited and when ramps were added to decks it did not always increase accessibility if the buildings were not accessible, i.e. washrooms; quality and standard of ramps not consistent.
- Signage an issue/no wayfinding
- Obstacles on sidewalks
- No calm/quiet areas
- No on street assistance for people with disabilities
- Creation of new barriers not removal of old ones that already exist in the Downtown
- Lack of curb cuts



Recommendations from Inclusion Community

- Application of Universal design
- Simplify Mall: no need for raised decks
- Use technology to help people navigate the space, examples include Blind Square
- Adopt + Apply CSA B651-18 Standards
- Address broad spectrum of persons with disabilities
- Inclusion Education for business community Downtown
- Better timelines for communication and engagement
 - To inclusion stakeholders, include Inclusion Advisory Committee
 - To broader public
- Develop modular pieces by the city for synthesis of design
- See 'Mall' as total system and treat it like that
- Influence standards of design on the street with capacity for some aesthetic
- Focus on performance and evaluation of Water St. generally
- Know what standards will be reduced
- Come up with a comprehensive recipe to address needs and wants – must haves
- Research and implement best practices
- Develop colour consistency throughout mall
- Colour contrasting and cohesion
- Have people around to ask for help who are well-marked and trained in inclusion

What we heard from the business community within the Pedestrian Mall

What worked well for them

- Many said it saved their businesses in a time when it was needed most – City staff very helpful and speed with which it was done
- Brought thousands of people to the Downtown and shone a light on the Downtown as a destination, new clients/customers
- Never heard issues about parking
- 7 days a week worked for consistency
- Created a buzz for use of empty spaces, apartments in and around the Downtown
- Access to extra space/ability to build decks, use sidewalks



What we heard from the business community within the Pedestrian Mall

What was challenging or tricky for them

- Some vandalism but security on the street was appreciated
- Music from neighbours' decks and line ups for other businesses in front of their entrances
- Cigarette butts and smoking in general
- Some challenges with deliveries and getting access to the street
- Not extending it into the fall
- Some challenges with the permitting process – many touch points
- On bad weather days there were fewer visitors generally

What we heard from the business community within the Pedestrian Mall

Recommendations for a future Mall

- Open earlier - extend the season – some suggested year-round could work
- Some would like to have permanent structures
- Would like to see a Christmas event
- Have a designated location outside the Mall but close to businesses that need to offer curb side pick up
- Better security and cleaning
- Extend to include other areas such as Water Street to Waldegrave, Duckworth, Harbour Drive
- Post-Covid, more activity on the street, music, buskers, etc.
- Some restrictions on bikes and skateboards
- Do not close sidewalks in front of restaurants, ensure access to restaurants/decks is from the street, not the sidewalk
- Improve accessibility
- More visual/aesthetic enhancements – entry and exist points, greenery
- Better traffic control
- Shuttle services to bring people into the Downtown
- More public seating

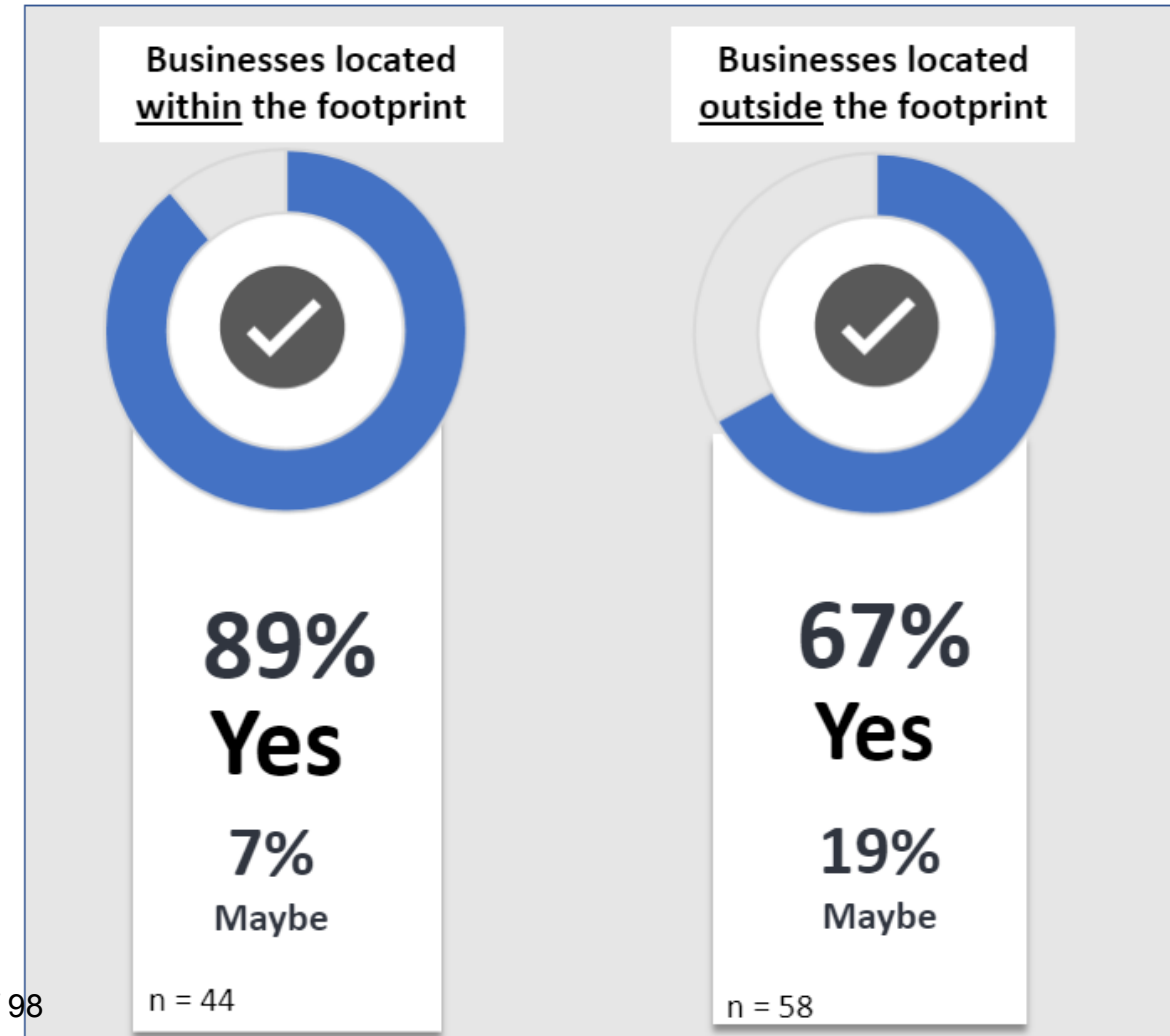
What we Heard from Businesses outside the Pedestrian Mall

- The biggest concern was parking for businesses outside the footprint as they felt Mall patrons used Duckworth Street as a parking lot and there was not enough enforcement of the two-hour parking limit; parking issues in the east end of Duckworth were mentioned numerous times.
- Some businesses on Duckworth/periphery of Mall on Water, George Street wanted to be included; a few are not interested and do not feel it would be beneficial for their business and have concerns about Duckworth losing traffic flow
- Process for extending premises seemed more restrictive; streamlining is necessary
- Concerns raised about the number of parkettes possible in the future and how that would impact parking on Duckworth Street especially for destination businesses
- 70% of businesses outside the Mall who completed the survey said Duckworth Street should be included in the future; 17% said George Street and 73% said Water Street
- Some suggestions to alternate between Duckworth Street and Water Street throughout the season or year-to-year

General comments from the business community

- The options presented to the business community during planning phase and what was put in place were different; needed to respond quickly once decisions were made.
- There was some confusion about what the noon to 10 p.m. hours of operation meant; some thought cars would be allowed on the street after 10.
- Desire to have a simple/one-stop shopping experience for regulatory process such as permits for decks, etc..
- 89% of businesses inside the Mall agreed it benefitted the Downtown as a whole; 71% of businesses outside the Mall agreed

Should the Downtown Pedestrian Mall be considered for the future?



General comments from the business community about the impact of the Mall

Within Mall

- 79% mostly positive
- 7% mostly negative
- 9% both positive & negative
- 5% no impact

n = 43

Outside Mall

- 18% mostly positive
- 37% mostly negative
- 21% both positive & negative
- 24% no impact

n = 62

To read more of what we heard from the business community through the survey process click [here](#).



What we Heard from the Transportation sector



Generally they felt they were able to work with city staff to adjust where needed and were generally supportive of the Mall.

Areas for improvement:

- They need more time to plan especially armoured vehicles which are impacted by various security and bank guidelines.
- They want to help identify the stops they would use; in some cases there were challenges getting access to the street after 12:00 p.m.
- Consider implications for taxi layby for all taxi companies
- Consider safety, especially of bar staff who had to walk longer distances to vehicles/taxis late at night/early morning
- GoBus pick up/drop off location was challenging – need better options to avoid reversing – heard from passengers there were other accessibility challenges
- If any further extensions to the footprint of the Mall are made Metrobus would need to be consulted early in that process.
- Promote other modes of transportation to the Downtown such as public transit, taxi not just parking locations.

Highlights of what we heard

- Everyone recognized the tight timeframes but noted it was generally good to bring more people into the Downtown and shine a spotlight on Downtown.
- There needs to be more time for planning, apply an inclusion lens, and more people need to be included in that process.
- There were differing views on whether all or some of Duckworth Street or other sections of the Downtown should be included in the future and what could be possible.
- Extending to Waldegrave St. was a popular suggestion as was George Street.
- There were concerns with parking primarily related to the use of Duckworth Street parking spaces and lack of enforcement.
- The public were supportive of future Downtown Pedestrian Malls and said this year's Mall created a good sense of community.
- Businesses inside the Mall and those outside the mall were generally supportive of future pedestrian malls but the location of businesses impacted the level of support.

Next Steps



Share What was Heard with the public, business community and other stakeholders, staff, and Council



Complete the review and make recommendations for future pedestrian malls



Present a final report with recommendations to Council

To stay
informed





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Downtown Pedestrian Mall Pilot Project










The City of St. John's opened the Downtown Pedestrian Mall on July 3. The purpose of the Mall was twofold:

1. to allow the business community to expand their space thereby stimulating the downtown economy, and
2. as a means to allow people to use public space while adhering to required public health physical distancing guidelines stemming for the Covid 19 pandemic.

Public Survey



Downtown Business Survey



DECISION/DIRECTION NOTE

Title: 3 Park Place, REZ2000005

Date Prepared: November 4, 2020

Report To: Committee of the Whole

Councillor and Role: Councillor Maggie Burton, Planning & Development

Ward: Ward 2

Decision/Direction Required:

To consider a text amendment to the St. John's Development Regulations that would expand Heritage Use to allow the development of a Dwelling Unit in a designated Carriage House (a historic residential accessory building).

Discussion – Background and Current Status:

The City has received an application to develop a Dwelling Unit in a Carriage House (a historic residential accessory building) at the rear of 3 Park Place along Rennie's Mill Road near Bannerman Park. The subject property is located in Heritage Area 1, is in the Residential Low Density District of the St. John's Municipal Plan and is zoned Residential Low Density (R1). This property is designated by Council as a Heritage Building and is a rare instance where the designation includes the entire property, not just the footprint of the main building. Therefore, both the house and the Carriage House are designated as Heritage Buildings

In the Statement of Significance (attached), the character-defining elements of the Carriage House include those original features that reflect upper-class outbuilding architecture for that period, including a mansard roof with dormers, original window and door openings, large garage doors originally intended for a horse carriage, and location at the rear of the property.

This is a significant change to consider a dwelling unit in an outbuilding on a residential property, and such an application has always been rejected, so some background is important. We have received one similar application in recent years (it did not proceed). The reason this is being considered now is to allow the economic use of a heritage property, with the aim of ensuring that it remains standing rather than being torn down and lost at some time in the future. This is in line with why a heritage designation can enable other uses beyond what is typically allowed in a zone.

Council must be aware of setting a precedent and of considering impacts on nearby property owners, including noise, night-time light, and privacy. The proposed amendment is written specifically for Heritage Use, which applies only to a designated Heritage Building. Therefore, it does not set a precedent for other property owners to allow them to develop a residential dwelling unit in a backyard shed, garage or other outbuilding.

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Background on Previous Applications

In 2002, the property owners at the time applied for a permit to do interior and exterior renovations on the Carriage House. When the City inspected the renovations, we found that the contractor had installed living quarters (washroom, bedroom and kitchen) in violation of the St. John's Development Regulations. The owner was ordered to remove the bedroom and kitchen and did so.

An application followed soon after to add a living unit in the Carriage House. Residential units are not permitted in accessory buildings, so the application was rejected. The owner at the time appealed the decision; the St. John's Local Board of Appeal denied the appeal.

Current Application

The current owner is different from the previous owner. The current application requests a text amendment to the Development Regulations to allow a Dwelling Unit in the Carriage House. As the Carriage House is designated by Council as a Heritage Building, a Heritage Use could be considered.

HERITAGE USE means any Use of a designated heritage building which is, in Council's opinion, compatible with the adjoining Uses.

The St. John's Regional Fire Department expressed no concerns regarding access for firefighting. However, the SJRFD did note that the developer will need to contact the City's Inspection Services Division to ensure that the National Building Code is followed for renovations. Should Council agree to adopt the amendment to enable such an application, the owner would apply for a renovation permit later.

The application was reviewed by the City's Development and Engineering staff. Engineering staff specified how the building would need to be serviced to accommodate two residential buildings on the one lot, but there were no concerns with the proposed use.

Draft Amendment

The draft text amendment is attached for reference. The idea of allowing more than one residential building on a lot by converting a Carriage House into a dwelling unit is a new concept for St. John's, though similar developments are allowed in other Canadian cities. The amendment would limit the conversion to designated Heritage Buildings only. Currently, there are four (4) heritage-designated Carriage Houses in the city: Sunnyside Coach House at 70 Circular Road, Angel House at 164 Hamilton Avenue, the Squires Barn and Carriage House at 315-317 Mount Scio Road, and 3 Park Place.

The proposed amendment:

- will not allow a dwelling unit to be developed within an accessory building unless it is designated as a Heritage Building and approved by Council;
- will not allow the property owner of a Heritage Building to apply for a new accessory building for the purpose of adding a residential unit;
- will limit the number of units in a designated Carriage House to 1 Dwelling Unit; and

- could allow someone who owns a non-designated historic Carriage House to apply for designation in order for Council to consider a residential unit in the Carriage House.

To make this clear in the Development Regulations, three changes are required:

1. Add a definition for Carriage House.
2. Exclude Carriage House from the definition of an Accessory Building.
3. Add conditions for a Heritage Use (Carriage House) to Section 7 “Special Developments”.

The attached amendment is in draft form. Edits can be made to the amendment following public consultation and before Council votes on whether to adopt it. Should the amendment proceed, staff recommend that Council advertise the discretionary Heritage Use at 3 Park Place alongside the amendment, which would be city-wide. This will save time for the property owner of 3 Park Place and will also allow the neighbours to comment on the particular application. Staff also recommend that the application be referred to the City’s Built Heritage Experts Panel.

Key Considerations/Implications:

1. Budget/Financial Implications: Not applicable.
2. Partners or Other Stakeholders: Neighbouring residential and property owners; heritage organizations; owners of designated Carriage Houses; owners of other Carriage Houses that might merit heritage designation.
3. Alignment with Strategic Directions/Adopted Plans:
St. John’s Strategic Plan 2019-2029 – A Sustainable City – Plan for land use and preserve and enhance the natural and built environment where we live.
4. Legal or Policy Implications: Text amendments to the St. John’s Development Regulations are required. To date, a Dwelling Unit has not been permitted in an outbuilding on a residential property.
5. Privacy Implications: Not applicable.
6. Engagement and Communications Considerations: Should the amendment proceed, public notice is required under Section 5.5 of the Development Regulations.
7. Human Resource Implications: Not applicable.
8. Procurement Implications: Not applicable.
9. Information Technology Implications: Not applicable.
10. Other Implications: Not applicable.

Recommendation:

That Council consider a text amendment to the St. John's Development Regulations to allow a Dwelling Unit in a designated Heritage Building (Carriage House) and advertise the proposed amendment for public review and comment.

Further, that Council advertise the Discretionary Use of a Heritage Use (Carriage House) at 3 Park Place as per Section 5.5 of the Development Regulations, and refer the application to the Built Heritage Experts Panel for review.

Prepared by: Ann-Marie Cashin, MCIP, Planner III – Urban Design & Heritage

Approved by: Ken O'Brien, MCIP, Chief Municipal Planner

Report Approval Details

Document Title:	3 Park Place, REZ2000005 .docx
Attachments:	- 3 Park Place - Attachments.pdf
Final Approval Date:	Nov 5, 2020

This report and all of its attachments were approved and signed as outlined below:

Ken O'Brien - Nov 5, 2020 - 1:54 PM

Jason Sinyard - Nov 5, 2020 - 2:22 PM



SUBJECT PROPERTY

RENNIES MILL RD

MONKSTOWN RD

**RESOLUTION
ST. JOHN'S DEVELOPMENT REGULATIONS
AMENDMENT NUMBER XXX, 2020**

WHEREAS the City of St. John's wishes to allow a Dwelling Unit in a designated Heritage Building (Carriage House).

BE IT THEREFORE RESOLVED that the City of St. John's hereby adopts the following text amendments to the St. John's Development Regulations in accordance with the provisions of the Urban and Rural Planning Act:

1) Add Section 2 Definitions:

"CARRIAGE HOUSE means a designated Heritage Building which is a detached subordinate Building originally designed primarily for the storage of carriages."

2) Repeal Section 2 Definitions of "Accessory Building" and substitute the following:

"ACCESSORY BUILDING means:

(i.) a detached subordinate building not used as a dwelling, located on the same lot as the main building to which it is an accessory and which has a use that is customarily incidental or complementary to the main use of the building or land;

(ii.) for residential uses, domestic garages, carports, ramps, sheds, swimming pools, greenhouses, cold frames, fuel sheds, vegetable storage cellars, shelters for domestic pets or radio and television antennae;

(iii.) for commercial uses, workshops or garages; and

(iv.) for industrial uses, garages, offices, raised ramps and docks;

and does not include a Carriage House."

3) Amend Section 7 Special Developments to add:

"7.36 HERITAGE BUILDING (CARRIAGE HOUSE)

(a) One Dwelling Unit may be permitted."

BE IT FURTHER RESOLVED that the City of St. John's requests the Minister of Environment, Climate Change and Municipalities to register the proposed amendment in accordance with the requirements of the Urban and Rural Planning Act, 2000.

IN WITNESS THEREOF the Seal of the City of St. John's has been hereunto affixed and this Resolution has been signed by the Mayor and the City Clerk on behalf of Council this ____ day of _____, **2020**.

Mayor

MCIP

I hereby certify that this Amendment has been prepared in accordance with the Urban and Rural Planning Act, 2000.

City Clerk

Council Adoption

Provincial Registration

Statement of Significance



3 Park Place

Formal Recognition Type

City of St. John's Heritage Building, Structure, Land or Area

Description of Historic Place

The house located at 3 Park Place, St. John's, is a three-storey, semi-attached Second Empire style home. An associated coach house is located at the back of the property. The designation is confined to the property.

Heritage Value

3 Park Place has been designated a Municipal Heritage Building because of its architectural, historical, and social values.

Architecturally, 3 Park Place is significant because it is a great example of the modified Second Empire style made popular in Newfoundland by John Thomas Southcott. John Thomas, who was partner in the family building firm J. and J.T. Southcott, introduced the idea of a concave roof and bonneted dormers to Newfoundland architecture after visiting England in 1876. As his influence spread across Newfoundland, this style of Second Empire became directly associated with the Southcott family and today, bonneted dormers in Downtown St. John's are still referred to as Southcott dormers. This particular house, besides being a Southcott house, is likely one of the best examples of a Second Empire house in St. John's. Virtually unaltered, this semi-detached house features numerous characteristics typical of the Second Empire style including the concave roof with dormers, three-sided bays, and ornate exterior decoration. Symmetry is maintained along the front façade through the use of matching window shapes along each level, which also corresponds with the adjoining house creating the appearance of one continuous dwelling. Located at the back of the house is a large, original stained-glass window, which was installed as a means of lighting the main interior stairwell. Other original features that add to the charm and elegance of this home are the fanlight and sidelights surrounding the main door, the pilasters along the corners of the house and the ornate wooden detailing added to windows.

Historically, 3 Park Place is valuable because of the prominent people associated with it. In addition to its very famous architect, John Thomas Southcott, 3 Park Place was the residence of

James Harvey Monroe (1861-1922). Monroe immigrated to Newfoundland from Ireland in 1882 to assist his brother Moses in managing the Colonial Cordage Company. The Company, known as the "Ropewalk", made rope, twine and nets. By the mid 1880s the firm employed 180 people.

For the people of St. John's, this house is socially important to them for a number of reasons. Located on a small street near a public park, this house is well known among residents as one of the more impressive houses built by Southcott in downtown St. John's. It has been featured on a number of advertisements for the area, most notably the Parks Canada plaque on Rennie's Mill Road. Complete with its original coach house, this house serves as a reminder to both locals and tourists of Newfoundland's past success.

Source: City of St. John's, Council meeting held 2005/05/30

Character Defining Elements

For the house, all features typical of the Second Empire style, including;

- concave mansard roof, bonneted dormers, pilasters, bay windows with base panels, eaves brackets;
- narrow wooden clapboard siding;
- all original windows including stain-glass window at rear of building;
- decorative wood appliqué on windows;
- fanlight window and sidelights surrounding main entranceway;
- size and appearance of main door;
- location of main entrance;
- symmetrical façade; and
- overall dimensions and location of structure.

For the carriage house, all those original features reflective of upper class outbuilding architecture for the period, including:

- mansard roof with dormers;
- original window and door openings;
- large garage doors, originally intended for a carriage; and
- location at the rear of the property.

Notes of Interest

Large stained-glass window at rear of building. This particular house is a version of Southcott's Second Empire.

Location and History

Community	St. John's
Municipality	City of St. John's
Civic Address	003 Park Place
Construction (circa)	1883 - 1887
Architect	John Thomas Southcott
Style	Second Empire
Building Plan	Rectangular Long Façade
Website Link	http://thecanadianencyclopedia.com/en/article/john-thomas-southcott/

Additional Photos





DECISION/DIRECTION NOTE

Title: Rawlin's Cross Upgrade Options

Date Prepared: October 29, 2020

Report To: Committee of the Whole

Councillor and Role: Councillor Sandy Hickman, Transportation & Regulatory Services

Ward: Ward 2

Decision/Direction Required:

Direction is required on what infrastructure changes Council would like to pursue at Rawlins Cross.

Discussion – Background and Current Status:

In August of 2018 the Rawlins Cross unsignalized traffic control pilot project was implemented at the direction of Council. The pilot changes were in place for about 20 months until it was removed at Council's direction in May of 2020. Key changes made in the pilot configuration included:

- removing traffic signal control at the Monkstown Road/Military Road and King's Road/Military Road intersections and closing the centre portion of Military Road between Monkstown Road and King's Road to vehicle traffic, leaving this space open for pedestrians and emergency vehicles;
- installing yield control on all intersection entry points, requiring all vehicles entering to yield to pedestrians and circulating vehicles;
- adding two marked crosswalks (one two-stage crossing on the Monksown Road approach and one on the Prescott Street exit at Queen's Road)

An opportunity to use pedestrian activated Rapid Rectangular Flashing Beacons (RRFBs) was identified in late 2019. These were added at two crosswalks on Military Road (at Monkstown Road and at Kings Road) in December 2019.

To evaluate the project the City reviewed before and after data on collisions, pedestrian and traffic volumes, vehicle delay, and measured speeds of circulating traffic. Public feedback was also gathered and summarized into the final report to Council on the project. Some of the important findings were that:

- The pilot configuration was found to have reduced the overall rate of collisions (the number of collisions adjusted for traffic volumes) by over 50% and reduced the severity of collisions that did occur.
- Measured average speeds on the circulating roadway at Monkstown Rd and King's road were below 30 km/hr and 85% of all vehicles were travelling below 33 km/hr.
- Over 1,800 people participated in the online public feedback survey. When asked if the a permanent design of the pilot configuration should be implemented, 64% responded

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yes it should be while 36% responded no, it should be returned to the old design with traffic signals.

- Some residents felt very strongly opposed to the project. Many residents reported that their feeling of safety as a pedestrian was negatively impacted by the changes. Others indicated that the only way they would feel safe crossing the street was through traffic signal control.

Staff recommended that a permanent design of the pilot configuration be completed and constructed, including Key2Access technology at the RRFB enhanced crossings. Council voted in March of this year to remove the pilot configuration and return to the previous design including traffic signal control. The installation of Key2Access at the traffic signals to improve accessibility at the intersection was also approved as part of the decision. Key2Access was installed at the two signalized intersections and operational as of October 21, 2020.

In August 2020, Council requested staff to review the current layout of the Rawlin's Cross area and advise what improvements could be made to the area.

Standard Practice Improvements

The roadways in the area of Rawlins Cross are due for routine rehabilitation. This reconstruction work will include improving curb ramps, minor adjustments to street alignment and traffic islands, and reviewing pavement markings.

Benefits to accessibility and safety are expected with these changes. It is however noted that the improvements to the safety performance of the area will not match the significant benefits realized through implementing the circulatory traffic control.

These standard practice improvements are typical of routine road work across the city and are intended to coordinate small design changes with planned projects. The timelines for these changes are dependant on the road rehabilitation schedule.

Alternative Changes Considered

Closure of central segment combined with traffic signal control

A configuration that involved closing the middle section of Military and maintaining some level of traffic signal control was considered. A number of traffic signal scenarios were reviewed for the circulatory configuration. Ultimately, no viable option for traffic signal control with this street geometry was identified due to a variety of technical issues. Most notably, the introduction of signal control in all scenarios explored would greatly compromise pedestrian's level of service, introduce potential right-of-way conflicts, cause que spillback that could lead to gridlock conditions, and create new safety and capacity concerns for all users.

Realigning the angle of approach on Monkstown Road

This was considered during the pilot reconfiguration to slow vehicles and reinforce the yield condition. As this circulatory traffic control is no longer in place, changes to the existing Monkstown Road alignment is therefore not supported.

Extending the King's Road northbound channelizing island

Extending the existing channelizing island on King's Road that separates right turning traffic onto Military Road from through traffic on King's Road back further around the approach was considered. The intention of this would be to better define vehicle lane assignment and help prevent last minute lane changes on the approach. Given that the benefits of extending the island are less significant without a circulatory control scheme, only minor changes to the island to improve the pedestrian crossing along Military Road will be incorporated in rehabilitation work in the area as part of standard practice.

Parking lot access closure

Closure of the western entrance to the parking lot between Monkstown Road and King's Road was considered when circulatory control was in place to manage access in light of the additional circulating vehicles. Given that the benefits of this closure are less significant without a circulatory control scheme, this change is not something that would be pursued under the existing traffic signal control conditions.

Realigning the approach of Flavin Street at Prescott Street

This change was included within the changes made for the pilot configuration. It makes the approach to Prescott Street on Flavin Street more perpendicular, improving sightlines and shortening the crossing distance across Flavin Street. This will be incorporated in rehabilitation work in the area as part of standard practice.

Upgrade the traffic island on Prescott Street at Queen's Road

This traffic island currently separates northbound and southbound traffic on Prescott Street. An enlargement of this island will create more pedestrian refuge area and shorten crossings. This will be incorporated in rehabilitation work in the area as part of standard practice.

Two-stage marked crosswalk on Monkstown Road

This crosswalk was trialed as part of the pilot configuration. Traffic and pedestrian volumes at the crossing during the pilot project were found to warrant the marked crosswalk at this location. The temporary two-stage crossing was removed when the pilot project concluded. In order to safely reinstate this crossing, the existing traffic island on Monkstown Road will be widened and realigned to create a permanent two-stage marked crosswalk. The work will be coordinated with planned watermain repair work in the area and will be funded through the existing Annual Pedestrian Crossing Program budget.

Advanced signal warning beacon

The approach to the King's/Military traffic signal along Queen's Road as drivers round the corner on to King's Road was reviewed. There are currently four signal heads visible to drivers as they round the corner on the approach. For a standard traffic signal configuration, two signal heads (a primary and a redundant auxillary head) are displayed. The enhanced configuration on King's Road displays two additional signal heads, one of which is positioned at the southeast corner of Military Road that is within view of drivers as they begin turning around the corner on Queen's Road.

The addition of a 'prepare to stop' traffic signal warning sign with flashing beacons located on Queen's Road was considered. This type of advanced warning is often used on highway approaches such as at the signalized intersection of Ruby Line and Robert E. Howlett Memorial Drive. The cost to install a similar sign/beacon system is estimated to be approximately \$70,000. This estimate includes a new pole/support system for the sign, the underground conduit connection to the traffic signal controller that enables the timing control with the signal, an upgrade to the existing controller to support communications, equipment, and labour.

A warning sign like this would be supplementary to the already enhanced traffic signal displays at the intersection. While this change could improve awareness of the signal indication there is currently no evidence that a lack of awareness underlies the collision issues at the King's/Military intersection. Given the lack of clear benefit and cost, this is not recommended at this time.

Prescott / Queen's right-of-way assignment

Right-of-way control at the intersection of Prescott Street and Queen's Road was reviewed. The existing configuration that requires drivers on Queen's Road to yield to drivers entering as they head north on Prescott Street creates challenging sightlines and is counterintuitive. The pilot configuration reversed this control and provided a proof of concept that yield control on Prescott Street can be successfully implemented.

However, any additional changes to traffic control in the area must be very carefully implemented and communicated to prevent confusion. Routine road rehabilitation work in combination with the planned standard practice improvements in this area will provide the opportunity to coordinate a change in right-of-way control with the obvious physical changes to the approach that will help heighten drivers' awareness. Timing this change with major construction work in the area will work with drivers' expectation of change and a clear communication plan can be developed to support this. A right-of-way change assigning the obligation to yield to the northbound Prescott Street approach will therefore be incorporated in rehabilitation work in the area as part of standard practice.

Key Considerations/Implications:

1. Budget/Financial Implications:

Standard practice improvements will be funded through planned capital projects in the area.

The traffic island reconfiguration to support the two-stage marked crosswalk on Monkstown Road will be coordinated with planned work in the area and will be funded through the Annual Pedestrian Crossing Program (which covers warranted crosswalk improvements).

2. Partners or Other Stakeholders: n/a

3. Alignment with Strategic Directions/Adopted Plans: n/a

4. Legal or Policy Implications: n/a

5. Privacy Implications: n/a

6. Engagement and Communications Considerations:

The general public will be notified of any planned construction work as per the City's standard processes.

A communication plan will be developed and implemented to inform the public of the change in yield control at Prescott/Queen's at such time as the change is made.

7. Human Resource Implications: n/a

8. Procurement Implications: n/a

9. Information Technology Implications: n/a

10. Other Implications: n/a

Recommendation:

That Council direct staff to proceed with standard practice improvements to roadway and sidewalk infrastructure in the area of Rawlin's Cross.

Prepared by: Anna Snook, Transportation System Engineer

Approved by: Garrett Donaher, Manager - Transportation Engineering

Report Approval Details

Document Title:	Rawlin's Cross Upgrade Options.docx
Attachments:	
Final Approval Date:	Nov 4, 2020

This report and all of its attachments were approved and signed as outlined below:

Scott Winsor - Nov 3, 2020 - 8:24 PM

Jason Sinyard - Nov 4, 2020 - 11:53 AM

DECISION/DIRECTION NOTE

Title: Mode Share Targets

Date Prepared: November 4, 2020

Report To: Committee of the Whole

Councillor and Role: Councillor Sandy Hickman, Transportation & Regulatory Services

Ward: N/A

Decision/Direction Required:

A decision is required on whether to set a sustainable mode share target at this time and, if so, what that target should be.

Discussion – Background and Current Status:

1. What are mode share targets?

Mode shares describe the proportion of people using different modes of travel. A mode of travel can be any way of getting around and are commonly grouped into:

- Vehicle driver, vehicle passenger
- Public Transit (Bus, Light Rail, etc, if available)
- Walking, Cycling
- Other (Taxi, motorcycle, etc)

Mode share targets are an expression of municipal policy priorities. By setting a target for how each mode will serve the overall transportation mix in a community it is implied that other capital and operational decisions will follow these targets.

As cities grow, they often see a transition to modes like walking, biking, and public transit. This is driven by factors such as increased congestion, increased cost for parking, and increased density bringing more daily activities within reach.

In St. John's the projected population growth rates are relatively low. As such any change in mode shares that Council would like to target will require a concerted effort. Without purposeful intervention a shift in mode shares is unlikely to occur.

Sustainable Modes

Walking, cycling, and transit are considered *sustainable modes*. These modes are often grouped together for simplicity and to compensate for seasonal shifts between people who walk or bike in the warmer months and use transit in the colder months.

Sustainable modes are important as a group because together they represent the most efficient ways for people to travel in their city. The per capita emissions, infrastructure costs, and out of pocket expenses are all lowest for this group of travel modes.

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Sustainable modes are also important for equity & public health:

- Personal spending on transportation is disproportionately high among low and moderate-income families.
- The combined housing and transportation costs a family bears is often used as an indicator of affordability.
- Newfoundland and Labrador has a rapidly aging population and high obesity rates.
- Only 15% of the Canadian population meet physical activity guidelines. Physical and mental health are both improved by physical activity

Sustainable modes contribute to improved climate outcomes:

- Transportation (personal & industrial) consumes approximately 41% of the energy use (gasoline and diesel) and emits 59% of the community's GHGs.¹
- In order to reach a GHG reduction target in line with global targets we may need to reach (as a community) a reduction in gasoline emissions of about 20-30% by 2030

Transportation Demand Management (TDM)

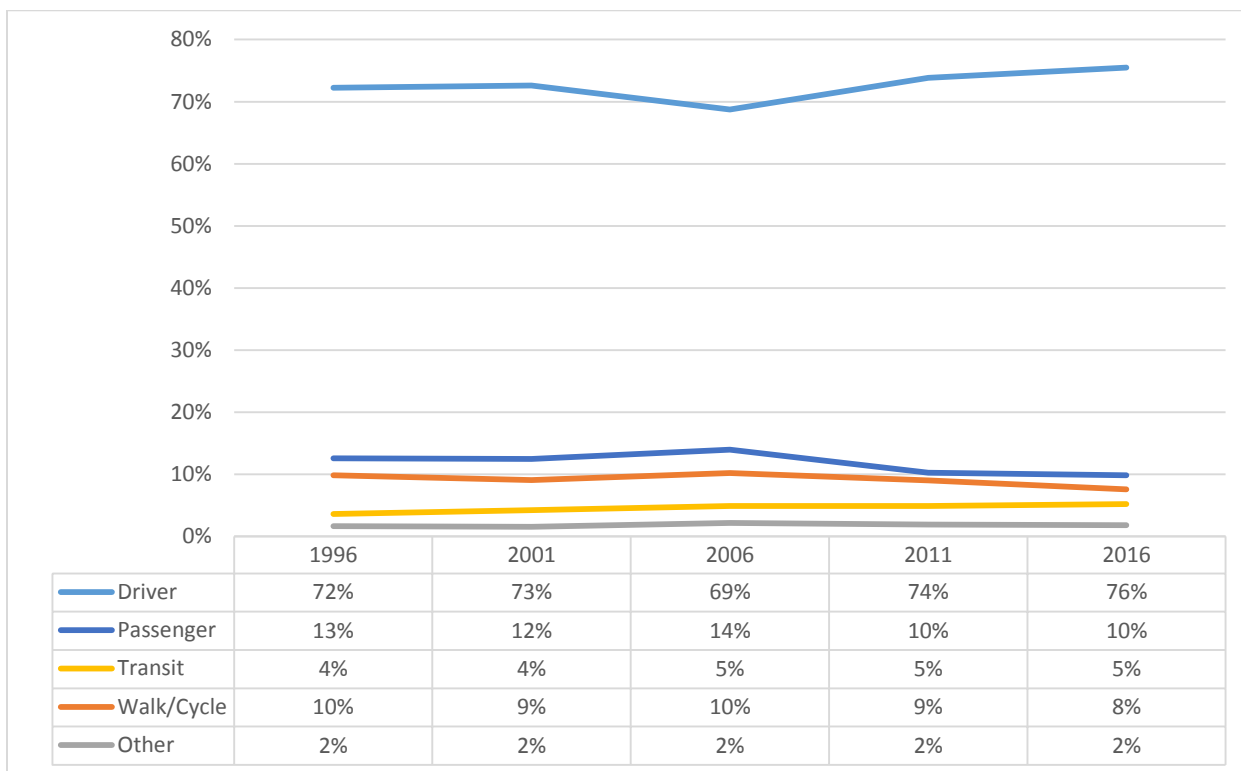
Some activities that normally require a person to travel can be done without leaving the home. Telework/remote work and online shopping are examples of these. Carpooling allows more than one person to make their trip without each using their own vehicle. These strategies, among others, are known as Transportation Demand Management (TDM) and aim to reduce the number of private vehicles using our streets, especially at peak times such as the morning and afternoon commute periods.

TDM is important for sustainability just as sustainable modes are. TDM measures are accounted for separately from mode share when discussing travel trends and policies. As such, while closely related, TDM strategies will not be discussed in this note.

2. Existing Trends

Historical trends of commuter travel in St. John's can be tracked using journey-to-work data from 1996-2006 & 2016 censuses and the 2011 National Household Survey (NHS). This data does not provide a full picture of how people in the city are moving but it is a reliable indicator of trends over time. The chart on the next page shows City of St John's commuter mode share over two decades.

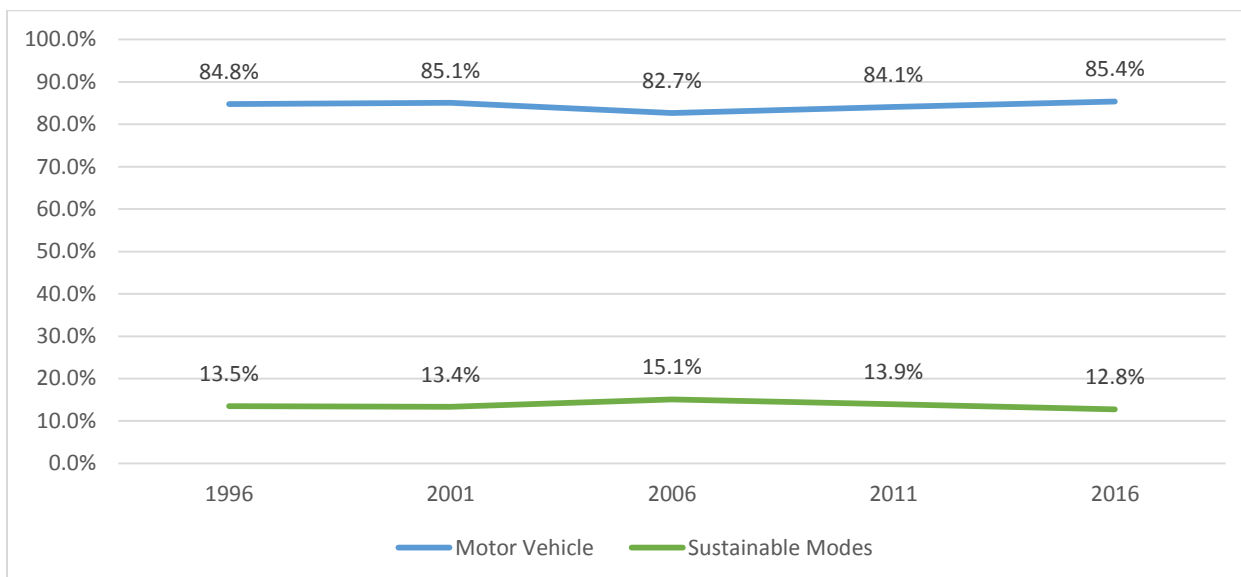
¹ City of St John's Energy and Greenhouse Gas Inventory (2018)



Citywide 59% of people in the city travel less than 5 km to get to work.² 10% of residents live less than 1 km from work. Of that 10% completing a less than 1km commute, more than half of (58%) use a car, truck, or van to get to work. These short commutes present an opportunity for more sustainable trips.

Summarizing the chart above into motor vehicle-based modes and sustainable modes produces the trends shown on the next page for the City of St. John's.

² 2016 Census Tables <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/dt-td/Rp-eng.cfm?TABID=2&LANG=E&A=R&APATH=3&DETAIL=0&DIM=0&FL=A&FREE=0&GC=1001519&GL=-1&GID=1257401&GK=3&GRP=1&O=D&PID=111334&PRID=10&PTYPE=109445&S=0&SHOWALL=0&SUB=0&Temporal=2017&THEME=125&VID=0&VNAMEE=&VNAMEF=&D1=0&D2=0&D3=0&D4=0&D5=0&D6=0>

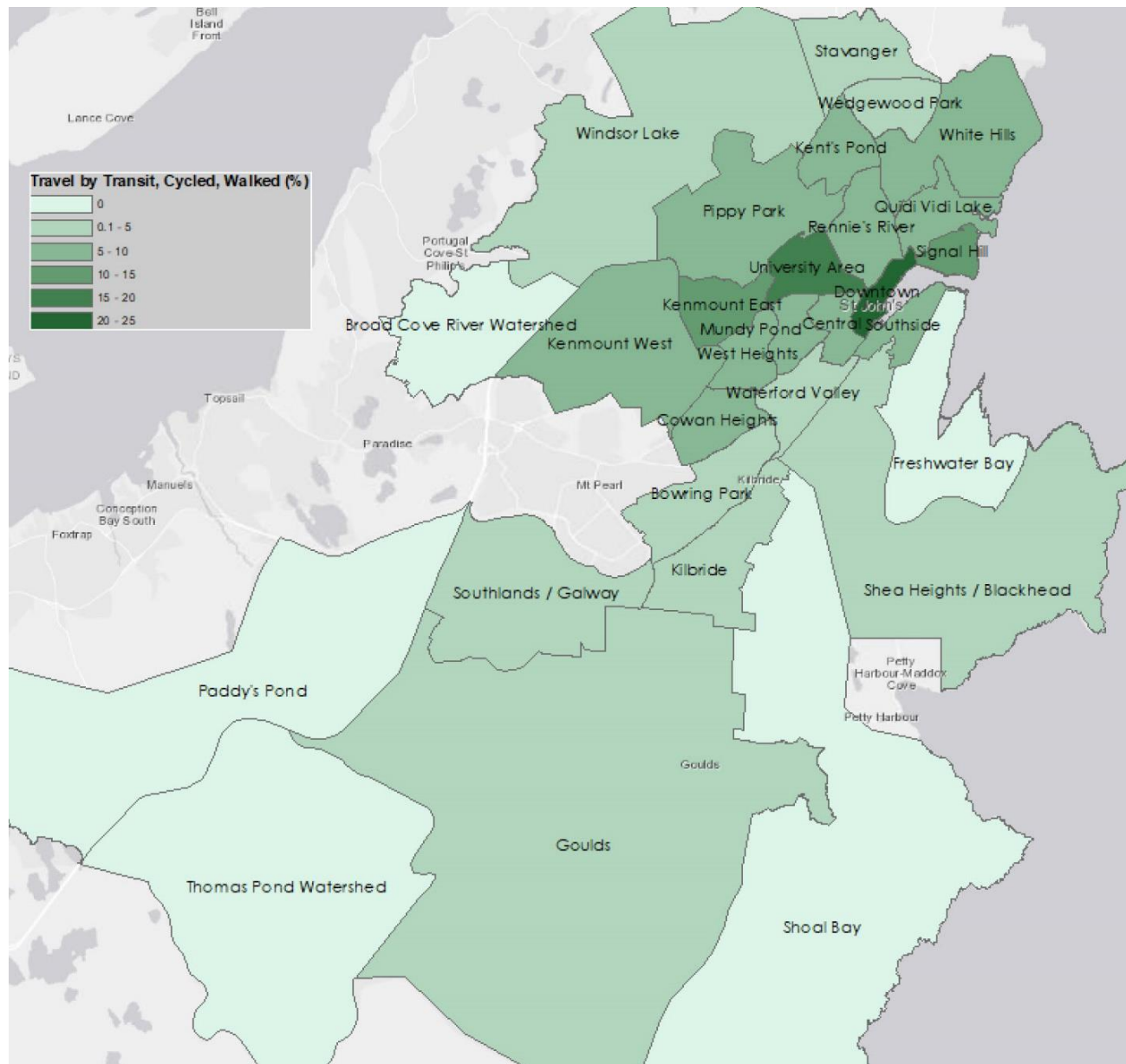


Although citywide sustainable mode share is around 13%, the map on the next page shows that some areas already have a much higher sustainable mode share than others. The median mode share for all neighbourhoods is only 5.9%³ while the downtown neighbourhood has over 20% sustainable commuter mode share.⁴

³ 50% of residents live in a neighbourhood with a sustainable mode share of $\leq 5.9\%$

⁴ Sustainable transportation journey-to-work, Census 2016:

<https://censusmapper.ca/maps/983?index=3#13/47.5667/-52.7331>



On the next page a table showing the sustainable mode share breakdown by neighbourhood is provided.

The city's intensification areas are shown in the map attached to this briefing note. These areas are located near transit service and are mostly in neighbourhoods with higher than median sustainable mode shares.

Neighbourhood	Mode			Sustainable Modes (total)
	Public Transit	Walk	Bicycle	
Bowring Park	2.1%	1.4%	0.5%	4.0%
Broad Cove River Watershed	0.0%	0.0%	0.0%	0.0%
Central	3.5%	6.1%	0.0%	9.6%
Cowan Heights	3.7%	2.1%	0.2%	5.9%
Downtown	4.5%	15.3%	0.4%	20.3%
Freshwater Bay	0.0%	0.0%	0.0%	0.0%
Goulds	1.0%	1.0%	0.2%	2.2%
Kenmount East	5.9%	5.5%	0.3%	11.7%
Kenmount West	5.0%	3.2%	0.0%	8.2%
Kent's Pond	3.3%	4.1%	0.2%	7.6%
Kilbride	2.1%	0.4%	0.1%	2.6%
Mundy Pond	2.6%	5.7%	0.0%	8.2%
Paddy's Pond	0.0%	0.0%	0.0%	0.0%
Pippy Park	5.6%	2.5%	0.7%	8.7%
Quidi Vidi Lake	2.2%	4.6%	0.5%	7.4%
Rennie's River	2.6%	6.8%	0.6%	10.0%
Shea Heights / Blackhead	2.3%	1.2%	0.0%	3.6%
Shoal Bay	0.0%	0.0%	0.0%	0.0%
Signal Hill	2.0%	9.3%	0.3%	11.6%
Southlands / Galway	0.1%	0.3%	0.3%	0.6%
Southside	3.4%	2.8%	0.0%	6.2%
Stavanger	1.1%	1.6%	0.0%	2.8%
Thomas Pond Watershed	0.0%	0.0%	0.0%	0.0%
University Area	6.5%	10.1%	0.2%	16.8%
Waterford Valley	2.2%	2.3%	0.2%	4.7%
Wedgewood Park	1.1%	1.0%	0.1%	2.2%
West Heights	2.5%	3.2%	0.3%	5.9%
White Hills	3.7%	2.6%	0.2%	6.6%
Windsor Lake	1.5%	1.1%	0.1%	2.7%

In the mode share table above, we can see two important trends:

1. Walking mode share is widely variable. In Southlands/Galway it is only 0.3% while in Downtown it is 15.3%. Walking mode share is heavily dependant on the built environment. Destinations that are close together and pedestrian routes that are dense and connected are key factors enabling residents to choose walking as a viable mode for their daily lives.
2. Over 2/3 of the population lives in neighbourhoods with a transit mode share of between 2% and 5%. This is reflective of the current transit system which serves as broad an area as possible but has limited capacity. Increasing the ability of the

transit system to serve an area through higher frequency and longer service hours is key to differentiating transit service and allowing people to choose transit as a good option for their travel.

3. Related Considerations

Population density & land use

While direct investment in sustainable modes can shift the choice that residents make about how to travel the form of the City is vitally important. Mixed use development and designs that are accessible and at a human scale can have a significant impact on the costs of transportation and the viability of choosing sustainable modes.

From 2006 to 2016 the population of St. John's has grown by over 8%. The 2014 KPMG "As Is" report on winter maintenance indicates the road network has grown by 21% from 547 to 662 kms over 10 years. (The biggest growth area being residential roads – 340 to 438 kms. As such, there are fewer residents per km of road on average.)⁵

A more compact land use pattern contributes to several benefits such as:⁶

- Reducing the capital and operating costs of providing public infrastructure and services such as roads, utility lines, garbage collection, emergency services and school transport.
- Improving overall people's ability to reach desired goods and services and interact with one another.
- Reducing transportation costs, including the per capita costs to consumers to own and operate vehicles, road costs, collisions, and pollution emissions.

Public Investment

Investment over time in different modes is often used as a tangible measure of how important each is within the set of investments that the City makes. Jurisdictions may choose to compare a stated mode target against the proportion of funding that mode receives. For example, if public transit is targeted to carry 10% of trips within the City then this approach would seek to have 10% of transportation related operating budgets being spent on public transit.

To make this type of measurement all operating and capital costs associated with transportation would need to be catalogued and assigned to one or more modes. Historically, records that differentiate maintenance and capital costs between the users of that infrastructure have not been kept. In future, one approach to monitoring mode

⁵ [The City of St. John's Review of Winter Maintenance Services "As Is" Report, June 24, 2014](#)

⁶ Victoria Public Transit Institute (T. Litman). *Smart Growth Savings: What We Know About Public Infrastructure and Service Cost Savings, And How They are Misrepresented By Critics*. April 2013.

priority within the City's policies would be to develop the systems needed to allocate costs by mode.

4. How to set mode share targets

Establishing a transportation vision and mode share targets typically happen early in the process of developing a transportation master plan (TMP). Public engagement, historical trends, current travel behaviour and alignment with city plans and policies help inform the development of mode share targets. When mode share targets are established as part of the TMP, the adopted targets are accompanied by a strategy to achieve them.

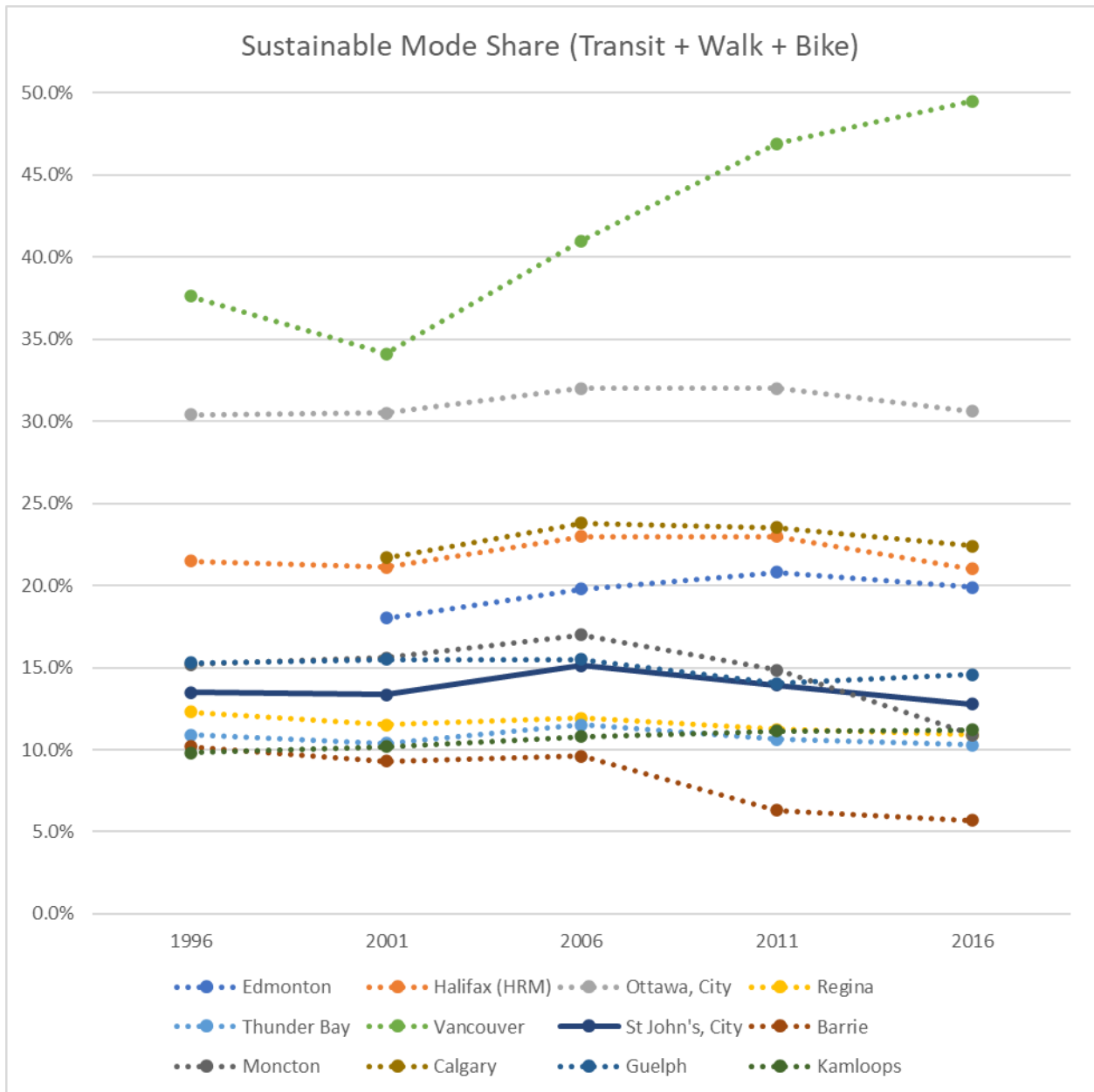
In advance of developing a Transportation Master Plan, the City and the Province are working together to undertake a Household Travel Survey. Unfortunately, the COVID-19 pandemic has further delayed this work and it is uncertain as to when "typical" behaviour will resume, and we are able to collect representative data.

Data from a Household Travel Survey portrays a more accurate picture of current travel behaviour than census data. Data collected from the Household Travel Survey will enable the creation of a discrete choice model which include population demographics and helps to understand why people choose their current modes. This enables better projections and more accurate evaluation of options.

Achieving an increase in sustainable mode share targets requires providing people with realistic and convenient travel choices. In our current transportation system, it can be extremely challenging to reach essential destinations without driving, particularly in the winter months. The choices available also vary by neighbourhood with some areas better suited to sustainable modes than others.

Comparing municipalities

The following chart shows sustainable mode share for comparable small and mid-sized cities along with select larger cities. This is based on the same Journey to Work data discussed above.



As is evident above, comparable municipalities have experienced relatively little change in overall sustainable mode share over the last 20 plus years. Three large municipalities have been included in the chart above. It is important to note that these are not considered comparable from the perspective of mode share percentages. They have entirely different land use patterns and transportation infrastructure.

Ottawa and Calgary are included in this chart to show that even large municipalities with significant investments in transit and active mode infrastructure are struggling to make significant gains.

The stand-out is Vancouver where, in addition to investment in sustainable modes there have been significant changes made that make travel by personal vehicle less

convenient for many. For example, vehicle capacity on bridges in/out of Vancouver has been reduced and parking rates in the downtown can exceed \$10/hour.

Many small and mid-sized cities don't have mode share targets or transportation master plans. The following table compares a mix of peer municipalities from the Transit Service Review and other municipalities who have publicly available mode share targets. To compare among this group, the annual percentage growth in sustainable mode share is calculated. This can be conceptualized similarly to an interest rate with compound growth.

Municipality	Annual % Growth in Sustainable Mode Share	Benchmark		Target	
		Year	Sustainable Modeshare	Year	Sustainable Modeshare
Calgary (range: low)	0.66%	2005	23%	2069	35%
Moncton (Tricommunity)	2.24%	2013	7%	2041	13%
Kingston	1.21%	2008	19%	2034	26%
Ottawa	0.85%	2011	35%	2031	41%
Calgary (range: high)	1.05%	2005	23%	2069	45%
Halifax (HRM)	1.50%	2011	22%	2031	30%
Thunder Bay	3.20%	2016	10%	2038	20%
Vancouver	1.88%	2008	40%	2020	50%

Timeframe

Typically, the time frame for a mode share target is long term. As can be seen in the table above, targets are set by these municipalities anywhere from 12 years to 64 years after the benchmark date. Most are between 20 years and 30 years which is typical for the industry.

The most impactful changes a City can make – land use patterns and major infrastructure – take a long time to implement and subsequently influence the people's decision making. Some changes, like public transit funding, can be impactful on shorter time frames but also often rely on key infrastructure to work well. (For example, a new terminal may be necessary to make service enhancements feasible.)

The City of St. John's has a convenient benchmark year of 2016 (the most recent census year). Possible horizon years for the purpose of setting a mode share target could be:

- 2030 – matches projection scenario from City of St. John's Energy and GHG Corporate Inventory.
- 2031 – matches 5-year census cycle
- 2040 or 2041 – approximately 20 years from now, 2041 matches census cycle

- 2050 or 2051 – approximately 30 years from now, 2050 matches projection scenario from City of St. John's Energy and GHG Corporate Inventory, 2051 matches census cycle

In consideration of the range of annual percentage growth identified above the table below shows what very low, low, medium, and high scenarios would be for these timelines.

St. John's	Annual % Growth in Sustainable Mode Share	2016 (Base)	2030 (Target)	2040 (Target)	2050 (Target)
very low	0.5%	12.8%	13.7%	14.4%	15.1%
low	1.0%	12.8%	14.7%	16.2%	17.9%
medium	1.5%	12.8%	15.7%	18.3%	21.2%
high	2.0%	12.8%	16.9%	20.6%	25.1%

Options to set a mode share target

A sustainable mode share target can be developed in a variety of different ways. The method which is most appropriate for the City to pursue is a matter of policy priorities. Some typical approaches are:

- Assume that no major changes in mode share trends will be realized and estimate a target that fits the historic trend (Business as Usual)
- Adopt a target (or range of targets) based on comparable municipalities
- Conduct a public engagement process. This can include a discussion on the relative merits and costs of different targets and the implications of how they might be achieved
- Develop models based on population growth, local geography, costs, and other factors to determine how conditions may change over time.
- Use an overarching process to bring these different approaches together by creating investment scenarios based on public feedback, peer comparisons, or policy directions. These scenarios could then be tested using a model to determine what is achievable with what effort.

It is also possible to iterate through different approaches, repeating some steps and using them to inform further work.

In addition to selecting how a mode share target should be developed it is also important to consider the type of target that will result.

- A single target for the City could be defined. This is the simplest type of target and is readily compared to census or other data sources.
- A sustainable mode share target that is broken out into specific targets for transit, walking, and cycling would refine an area wide target. This type of target could be used to inform resource allocations among different sustainable modes.

- Journey to work data, on which the mode shares discussed above are based, represent what could be called “commute trips”. There are many other types of trips that are made including shopping, recreation, services, education, etc. Understanding how all trips are made within the City provides a more complete picture of mobility. Mode shares can be similarly targeted to drive different policy objectives. For example, a different plan would be used to target education trips than shopping trips. This level of detail is not common as part of a high-level goal.
- Geography-specific targets could be used. Areas that are difficult to serve by specific modes could be given lower targets while areas that have higher potential are given higher targets and increased resources. While this may seem to disproportionately benefit some neighbourhoods over others the true effect is much more nuanced. For example, when residents of a central neighbourhood choose sustainable modes then those who need to drive in from more distant neighbourhoods benefit from less congestion and parking demand.

5. How to reach targets and increase sustainable mode share

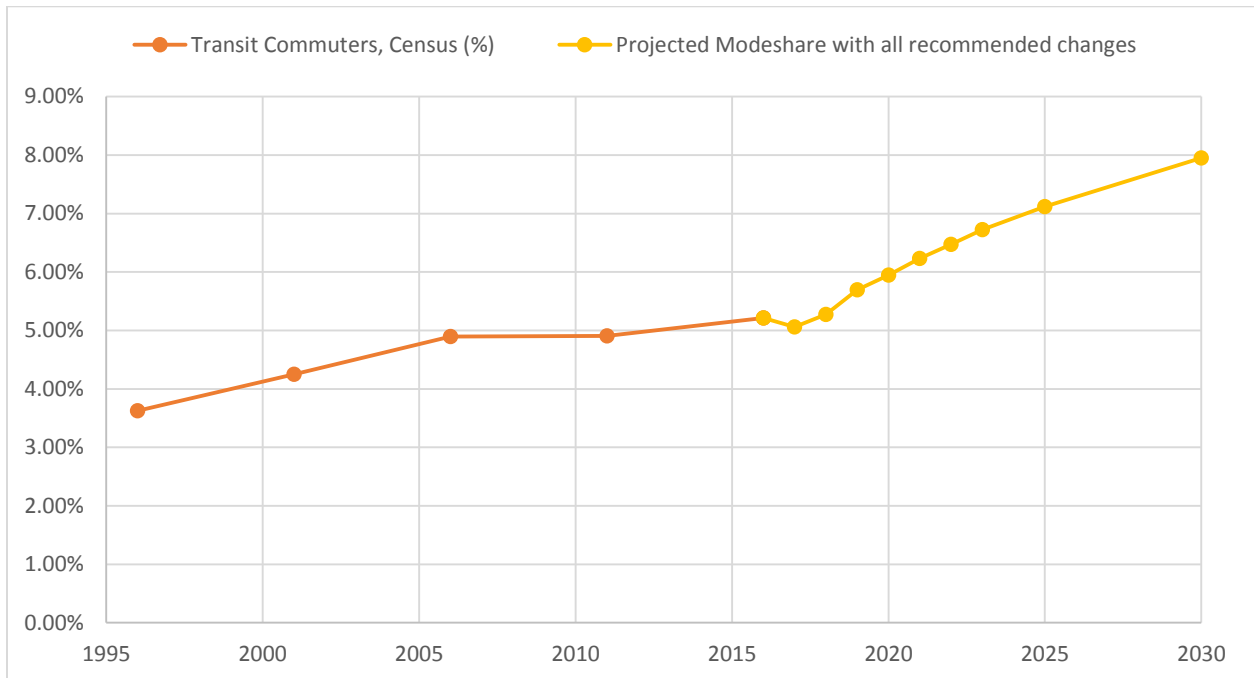
Several policies and documents contribute to increases in sustainable mode share over the long term:

- Envision and the development regulations have tools to encourage development patterns that are more supportive of sustainable modes.
- A future Transportation Master Plan will develop strategies for increasing the City’s sustainable mode share along with other mobility related investments.
- The 2019 Bike St. John’s Master Plan outlines actions to increase cycling.
- The 2019 Transit Service Review Final Report outlines a plan to increase transit ridership.

Some of the most effective and fastest ways to boost sustainable mode share in the short term are to:

1. Increase transit frequency and service hours, and
2. Infill missing sidewalk segments and increase sidewalk snow clearing level of service. (This supports both walking and transit mode share.)

The following chart shows the projected transit mode share increase from implementing the recommended Strategic Directions in the Phasing Plan of the 2019 Transit Service Review Final Report. The growth forecasts are considered conservative. By implementing all the recommended actions, the city could meet a 16% sustainable mode share target by 2030 (8% transit + 8% walk/bike).



The full set of recommendations from the 2019 Transit Service Review Final Report has not yet been implemented. As such, the growth projected in the chart above should not be expected by the 2030 horizon as shown.

The year-round viability of sidewalk use is a critical factor for sustainable mode shares. 2020 has seen a lot of discussion on sidewalk snow clearing. From the perspective of increasing sustainable mode share it is important that policy and budget decisions related to snow clearing are reflective of the priorities the City has for mobility by all modes.

6. Conclusions

Typically, a mode share target would be informed by public engagement and baseline data with a basis in long range forecasting and discrete choice modelling and tested against alternative policy and infrastructure scenarios. This is a very cumbersome process and collecting the necessary data has been delayed multiple times over recent years.

An opportunity exists to make an informed policy driven decision on whether, and to what extent, St. John's should prioritize mobility by sustainable modes. If Council were to take this approach, then a reasonable target could be based on the jurisdictional comparison above and projections from the 2019 Transit Service Review.

Adopting a target now would also help inform policy changes and investment decisions in advance of a completed Transportation Master Plan.

In the table on page 11 of this briefing note the “medium” target of 1.5% annualized growth puts the sustainable mode share at 15.7% for 2030. This is an increment from 12.8% in 2016, or (approximately) a 3% shift in the next 10 years. The Transit Service Review found that a 3% shift in that timeframe would be feasible with transit investment alone. While that level of investment required has not yet been allocated, a combination of transit spending and active mode spending could reasonably combine to achieve this scale of change. As such, reasonable targets could be a 16% sustainable mode share for 2030 or a 22% sustainable mode share for 2050.

Key Considerations/Implications:

1. Budget/Financial Implications:
Sustainable mode share can not be increased meaningfully without significant investment. Staff resources, operating budget and capital expenditure are all factors. That said, no specific funding requests are identified in this briefing note.
2. Partners or Other Stakeholders:
n/a
3. Alignment with Strategic Directions/Adopted Plans:
Sustainable mode share is an integral part of the strategic direction “A City that Moves”. This direction is described as follows with emphasis added on mode share related language:

Changing demographics mean the way people move around the city is shifting. Our transportation network needs to provide all people and businesses access to options for travelling where they want to go. By focusing on safety and balance this direction attempts to make a safer transportation network for everyone, regardless of their mode of travel.
4. Legal or Policy Implications:
Any commitment to a meaningful increase in sustainable mode share requires that policy changes be considered in other areas, particularly in how the City is built and how it is maintained.
5. Privacy Implications:
n/a
6. Engagement and Communications Considerations:
n/a
7. Human Resource Implications:
n/a

8. Procurement Implications:

n/a

9. Information Technology Implications:

n/a

10. Other Implications:

n/a

Recommendation:

That Council consider adopting a sustainable mode share target. If adopted and implemented through policy changes and investment an achievable target would be 16% by 2030 or 22% by 2050.

Prepared by: Marianne Alacoque, Transportation System Engineer
Approved by: Garrett Donaher, Manager - Transportation Engineering

Report Approval Details

Document Title:	Mode Share Targets.docx
Attachments:	- Intensification Areas May 16 2019.pdf
Final Approval Date:	Nov 5, 2020

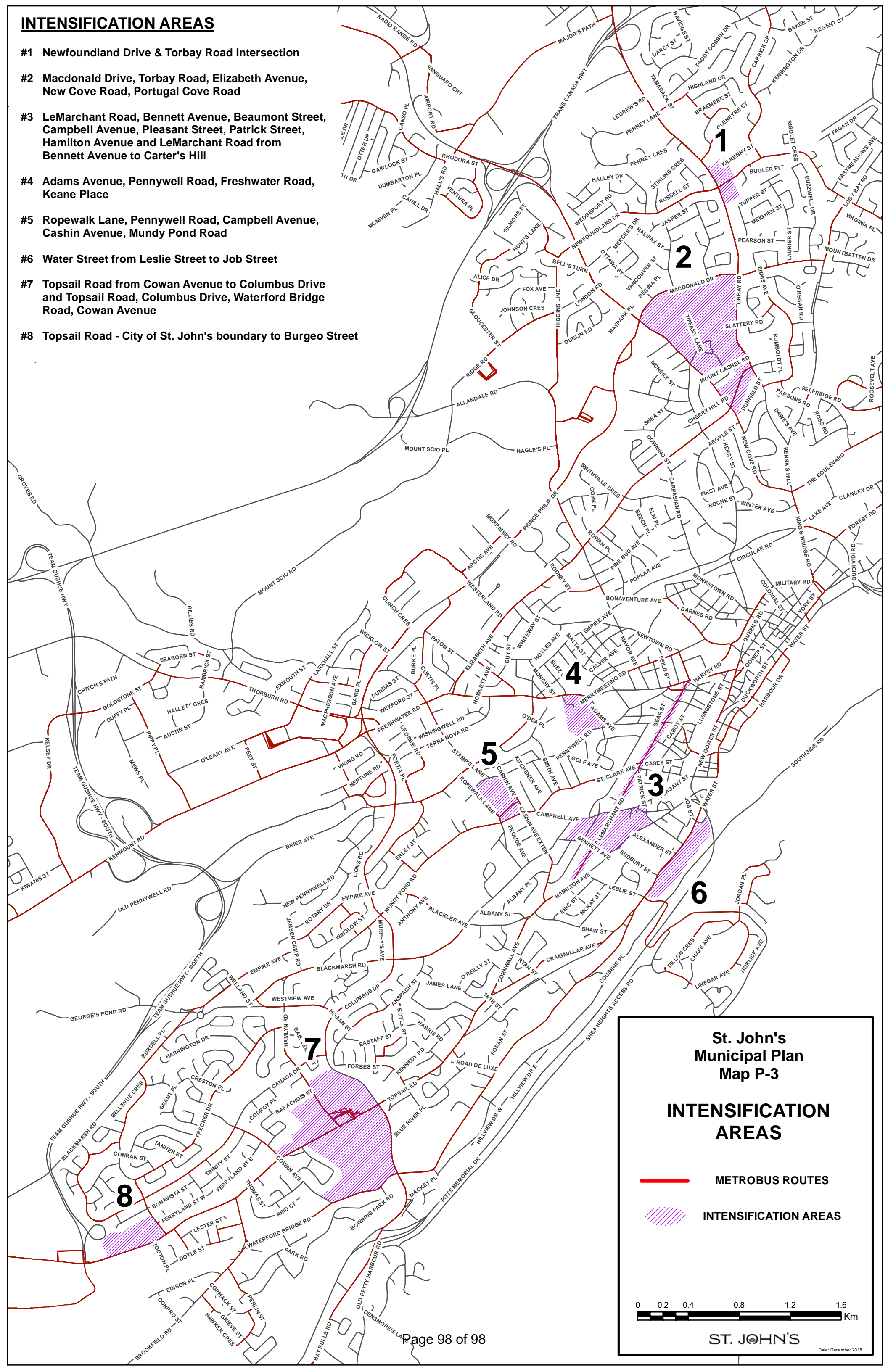
This report and all of its attachments were approved and signed as outlined below:

Scott Winsor - Nov 5, 2020 - 1:01 PM

Jason Sinyard - Nov 5, 2020 - 2:12 PM

INTENSIFICATION AREAS

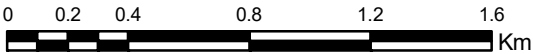
- #1 Newfoundland Drive & Torbay Road Intersection
- #2 Macdonald Drive, Torbay Road, Elizabeth Avenue, New Cove Road, Portugal Cove Road
- #3 LeMarchant Road, Bennett Avenue, Beaumont Street, Campbell Avenue, Pleasant Street, Patrick Street, Hamilton Avenue and LeMarchant Road from Bennett Avenue to Carter's Hill
- #4 Adams Avenue, Pennywell Road, Freshwater Road, Keane Place
- #5 Ropewalk Lane, Pennywell Road, Campbell Avenue, Cashin Avenue, Mundy Pond Road
- #6 Water Street from Leslie Street to Job Street
- #7 Topsail Road from Cowan Avenue to Columbus Drive and Topsail Road, Columbus Drive, Waterford Bridge Road, Cowan Avenue
- #8 Topsail Road - City of St. John's boundary to Burgeo Street



St. John's
Municipal Plan
Map P-3

INTENSIFICATION
AREAS

- METROBUS ROUTES
- INTENSIFICATION AREAS



ST. JOHN'S

Date: December 2018