

ST. JOHN'S

Committee of the Whole Agenda

July 22, 2020

9:00 a.m.

4th Floor City Hall

Pages

1. Call to Order
2. Approval of the Agenda
3. Adoption of the Minutes
 - 3.1 Adoption of Minutes - July 8, 2020 3
4. Presentations/Delegations
 - 4.1 Presentation by Persistence Theatre Company re: Votes for Women 100 14
5. Finance & Administration - Councillor Dave Lane
6. Public Works & Sustainability - Councillor Ian Froude
 - 6.1 Environment and Sustainability Experts Panel Report - June 26, 2020 22
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7. Community Services - Councillor Jamie Korab
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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

ST. JOHN'S

Minutes of Committee of the Whole - City Council

Council Chambers, 4th Floor, City Hall

July 8, 2020, 9:00 a.m.

Present: Mayor Danny Breen
Deputy Mayor Sheilagh O'Leary
Councillor Maggie Burton
Councillor Sandy Hickman
Councillor Debbie Hanlon
Councillor Deanne Stapleton
Councillor Hope Jamieson
Councillor Jamie Korab
Councillor Ian Froude
Councillor Wally Collins

Regrets: Councillor Dave Lane

Staff: Kevin Breen, City Manager
Derek Coffey, Deputy City Manager of Finance & Administration
Tanya Haywood, Deputy City Manager of Community Services
Jason Sinyard, Deputy City Manager of Planning, Engineering & Regulatory Services
Lynnann Winsor, Deputy City Manager of Public Works
Cheryl Mullett, City Solicitor
Elaine Henley, City Clerk
Ken O'Brien, Chief Municipal Planner
Shanna Fitzgerald, Legislative Assistant
Garrett Donaher, Manager - Transportation Engineering
Dave Wadden, Manager - Development Engineering
Judy Tobin, Manager - Housing

1. Call to Order

2. Approval of the Agenda

Recommendation

Moved By Councillor Korab

Seconded By Councillor Stapleton

That the agenda be adopted as presented.

For (10): Mayor Breen, Deputy Mayor O'Leary, Councillor Burton, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Jamieson, Councillor Korab, Councillor Froude, and Councillor Collins

MOTION CARRIED (10 to 0)

3. Adoption of the Minutes

3.1 Adoption of Minutes - June 24, 2020

Recommendation

Moved By Deputy Mayor O'Leary

Seconded By Councillor Hanlon

That the minutes of the Committee of the Whole Meeting held June 24, 2020 be adopted as presented.

For (10): Mayor Breen, Deputy Mayor O'Leary, Councillor Burton, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Jamieson, Councillor Korab, Councillor Froude, and Councillor Collins

MOTION CARRIED (10 to 0)

4. Presentations/Delegations

5. Finance & Administration - Councillor Dave Lane

5.1 Galway Village Green Community Park

Direction was required from Council on the creation of a community park in Galway and on the schedule and funding to construct the park. During discussion, the following was noted:

- The proposal does match with the guidelines in the Parks and Open Spaces Master Plan. There was extensive consultation with Parks and

the project fits within the recommended creation of larger parks and facilities.

- This will be a City park and a core park for the residential area which will service multiple surrounding locations. This park will meet open space requirements well into the future.
- Cost shared funding for this project should be considered to offset the cost to the City. Alternate funding mechanisms should be considered.
- A foundation to oversee the park should be considered.
- Council may want to have input on the naming of the park.
- Multi-use trails will also serve as short term emergency access.

Recommendation

Moved By Councillor Hickman

Seconded By Councillor Collins

That Council

- approve the attached concept plan for the Galway Village Green Community Park;
- commit to a phased approach to build the park based on available funds and Council's spending priorities in any given year;
- refer Phase 1 for consideration for funding from the Parks & Open Space Fund in 2021.

For (10): Mayor Breen, Deputy Mayor O'Leary, Councillor Burton, Councillor Hickman, Councillor Hanlon, Councillor Stapleton, Councillor Jamieson, Councillor Korab, Councillor Froude, and Councillor Collins

MOTION CARRIED (10 to 0)

5.2 Parks and Open Spaces Reserve Capital Projects

Mayor Breen expressed his support of the staff recommendation for deferrals before he left the meeting. Councillor Hanlon retired from the meeting.

Considering the current pandemic, staff felt it prudent to reduce cash outflows and provide Council with more maneuverability in decision

making as the City looks toward recovery and a plan to move forward. At a future date there may be more clarity on the City's financial position as a result of the ongoing pandemic. The staff recommendation for deferrals for capital out of revenue were based on projects for which work had not yet commenced or was not tendered.

Councillor Froude brought forward a motion contrary to staff's recommendation regarding the Bike Master Plan. The \$367,000 Kelly's Brook trail project is a key initiative to make progress on the Bike Master Plan. Discussion took place with some Councillors expressing displeasure of the potential deferral of projects within the Bike Master Plan for an undetermined amount of time. If the cost shared funding is available from other levels of government, Council may reconsider the project at that time. Other members of Council were of the opinion the financial crisis the City is facing during this pandemic must be considered priority. Following the loss of Councillor Froude's motion, a number of motions were put forward and it was established that the Bike Master Plan could be discussed further at the Regular Meeting when more members of Council were present.

Recommendation

Moved By Councillor Froude

Seconded By Councillor Jamieson

That Council:

- fund the Kelly's Brook Trail project as part of the bike master plan project under the parks and open spaces reserve.
- maintain spending on:
 - Canadian Tire Jump Start Contribution
 - Victoria Park - Phase 3
- defer the following capital projects:
 - Bowring Park observation decks
 - McNiven Place to Durness Trail
 - Phase 1 of the Galway park

For (4): Deputy Mayor O'Leary, Councillor Burton, Councillor Jamieson, and Councillor Froude

Against (4): Councillor Hickman, Councillor Stapleton, Councillor Korab, and Councillor Collins

MOTION LOST (4 to 4)

Recommendation

Moved By Councillor Korab

Seconded By Councillor Collins

That Council defer the following capital projects:

- Bowring Park observation decks
- McNiven Place to Durness Trail
- the contribution to the bike master plan, and
- Phase 1 of the Galway park

For (4): Councillor Hickman, Councillor Stapleton, Councillor Korab, and Councillor Collins

Against (4): Deputy Mayor O'Leary, Councillor Burton, Councillor Jamieson, and Councillor Froude

MOTION LOST (4 to 4)

Recommendation

Moved By Councillor Hickman

Seconded By Councillor Froude

That Council defer the following capital projects:

- Bowring Park observation decks
- McNiven Place to Durness Trail
- Phase 1 of the Galway park

For (8): Deputy Mayor O'Leary, Councillor Burton, Councillor Hickman, Councillor Stapleton, Councillor Jamieson, Councillor Korab, Councillor Froude, and Councillor Collins

MOTION CARRIED (8 to 0)**6. Public Works & Sustainability - Councillor Ian Froude****7. Community Services - Councillor Jamie Korab****8. Special Events - Councillor Hope Jamieson****9. Housing - Deputy Mayor Sheilagh O'Leary****9.1 Update on Status of Affordable Housing Units**

Councillor Collins retired from the meeting.

Deputy Mayor O'Leary provided an update on the status of affordable housing units. There is a 19% vacancy rate with 93 units that are vacant and of the 93 there are currently 11 that are rent ready.

The following vacancies were noted as of last week:

- 3 vacant bachelor units
- 6 vacant one-bedroom units
- 33 vacant two-bedroom
- 37 vacant three-bedroom
- 14 vacant four-bedroom units

Since the media blitz on February 20, fourteen individuals and/or families have been housed and there is work being done on several units at Forest Road and Riverhead Towers. When these units are rent ready there will be a campaign to further promote those vacancies. Staff have had to change the way units are shown due to the pandemic.

The Manager of Housing clarified that the one-bedroom vacancy rate may be due to the vacancies being in buildings that are non-smoking and are not pet friendly. There is a longer wait list for the rent geared to income units and vacancies are higher in the lower end of market units. Seniors support is under review in partnership with Connections for Seniors.

Deputy Mayor O'Leary requested that at the next meeting of the Affordable Housing Working Group an addition is made to the agenda to talk about creative ways to continue to ensure housing units are accessible to the people who need them. The public was invited to provide suggestions.

10. **Economic Development - Mayor Danny Breen**
11. **Tourism and Culture - Councillor Debbie Hanlon**
12. **Governance & Strategic Priorities - Mayor Danny Breen**

12.1 Strategic Plan Quarter 2 Progress Report

The City Manager presented the Strategic Plan Quarter 2 progress update to Council for information.

13. **Planning & Development - Councillor Maggie Burton**

13.1 Stormwater Management Policy

Mayor Breen rejoined the meeting.

Recommendation

Moved By Councillor Froude

Seconded By Deputy Mayor O'Leary

That this item be referred to the Environment and Sustainability Experts Panel.

For (8): Mayor Breen, Deputy Mayor O'Leary, Councillor Burton, Councillor Hickman, Councillor Stapleton, Councillor Jamieson, Councillor Korab, and Councillor Froude

MOTION CARRIED (8 to 0)

13.2 Text Amendment to Section 9 - Off-Street Parking Requirements for Buildings with five (5) or more occupancies

Recommendation

Moved By Councillor Burton

Seconded By Councillor Hickman

That Council consider the proposed text amendment to revise the parking requirement for existing Buildings with five (5) or more occupancies be considered under Section 9 Off-Street Parking Requirements.

Further, it is recommended that the application be advertised for public review and comment. The application would then be referred to a regular meeting of Council for consideration of adoption.

For (7): Mayor Breen, Deputy Mayor O'Leary, Councillor Burton, Councillor Hickman, Councillor Stapleton, Councillor Jamieson, and Councillor Froude

MOTION CARRIED (7 to 0)

14. Transportation and Regulatory Services - Councillor Sandy Hickman

14.1 Transportation Changes in Response to COVID-19

At the Regular Council Meeting on May 5, Councillor Hickman presented information regarding the pedestrian movement during the current COVID-19 pandemic and sought Council's approval for changes. Consideration was given to the potential for street reconfiguration and signal timing adjustments and staff provided recommendations to Council as part of the City's response to COVID-19. The following sample projects were presented to Council:

Sample Projects

- a. Portugal Cove Road - Empire Avenue to New Cove Road: Street space on the western side of the street reallocated to widen sidewalk. Shown as a yellow line in Figure 1. Also shown in this figure is Baird's Lane in green which permits a connection to Kenny's Pond via Tiffany Lane. This project connects neighbourhoods to the Elizabeth Avenue commercial area and recreational opportunities.
- b. Elizabeth Avenue - Portugal Cove Road to Torbay Road: The curb lane on both sides of the street is reallocated to active space. Shown as a purple line in Figure 1. This improves the connection from the previous project to the commercial area including the grocery store at Torbay Road and Elizabeth. An extension of this project further west along Elizabeth Avenue would further improve this connection but has increased impacts on vehicle travel.
- c. Lemarchant Road - Campbell Avenue / Pleasant Street to Cookstown Road: The parking lane on the south side of Lemarchant would be reallocated to active space. Shown as a yellow line on Figure 2. This parking lane is currently underused due to business closures. Two pharmacies are in close proximity of the western end of this sample project. It also allows connection into the downtown at several places and serves St. Clare Hospital. An extension of this project further east

along Military Road would further improve this connection but has increased impacts on vehicle travel.

- d. Parade Street - Lemarchant Road to Merrymeeting Road: Street space on the eastern side of the street would be reallocated for active use. Shown as a red line on Figure 2 this is a short connection between sample projects c and e.
- e. Newtown Road - Merrymeeting Road to Elizabeth Avenue: Street space on the eastern side of the street would be reallocated for active use. Shown as a purple line on Figure 2. The space allocated for this project would be narrower than others given the constraints imposed by existing infrastructure. However, this sample project provides a good connection to recreational opportunities and a grocery store for the surrounding community.
- f. Harbour Drive: The parking lane on the south side of Harbour Drive would be reallocated to active space. Shown as a yellow line on Figure 3. Demand for parking along Harbour Drive is currently very low. Connecting Harbour Drive through downtown to Lemarchant Road or Military Road is desirable but no individual route was identified that makes this connection with a good balance of benefit and impact.

On May 5 Council approved Pilot Phase 1 which included the following sample projects:

- B: Elizabeth Avenue - Portugal Cove Road to Torbay Road
- D: Parade Street - Lemarchant Road to Merrymeeting Road
- E: Newtown Road - Merrymeeting Road to Elizabeth Avenue
- F: Harbour Drive

Harbour Drive was later removed from the pilot project due to the implementation of the Downtown Pedestrian Mall. At that time, it was decided that consideration would be given to future projects depending on the outcome of the pilot project. Councillor Burton requested that this project be revisited to consider additional locations for this initiative. Considerable discussion took place with the following points from members of Council summarized:

- Council and staff are receiving feedback on the pilot project.
- The 30-day evaluation will go to Committee of the Whole on August 5th.
- Connectivity is essential for this project to be usable to pedestrians.

- Intermediate improvements to the current set up should be considered. Recommendations for improvements can be made to staff regarding existing projects.
- There are safety concerns on Elizabeth Avenue. Behavior of vehicles in the protected lane on Elizabeth Avenue may need to be addressed with increased signage.
- Mobility needs should be considered within these projects.
- Consideration must be made to the requirement to use a parking lane to accomplish the changes to the Lemarchant Road location if that project moves forward.
- It was suggested to expand west to include the water west connection to the trail way.

Following discussion, a recommendation was moved by Councillor Burton for the addition of locations to the pilot project. As a result of the motion being lost it was determined that Council should wait for the results of the evaluation before adding additional projects.

Councillor Hickman noted that the pedestrian recall signal is slowing traffic on Kelsey and Messenger Drive. At this time, no action will be taken by staff on this matter.

Recommendation

Moved By Councillor Burton

Seconded By Councillor Jamieson

That Council approve extension of the street reconfiguration initiative to allow pedestrians to maintain increased physical distance to include the following locations:

A: Portugal Cove Road - Empire Avenue to New Cove Road:

C: Lemarchant Road - Campbell Avenue / Pleasant Street to Cookstown Road

For (3): Councillor Burton, Councillor Jamieson, and Councillor Froude

Against (4): Mayor Breen, Deputy Mayor O'Leary, Councillor Hickman, and Councillor Stapleton

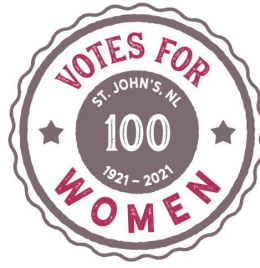
MOTION LOST (3 to 4)

15. **Other Business**

16. **Adjournment**

There being no further business the meeting adjourned at 11:48 am.

Mayor



A Stepping Stone to Greater Things

by Dr. Margot I. Duley

After three decades of debate about the right of women to vote, there was a breakthrough suffrage victory in Newfoundland and Labrador. It occurred in St. John's in 1921.

It was championed by reforming Mayor William Gilbert Gosling. His wife, **Armine Nutting Gosling**, led both the St. John's movement and the broader island-wide campaign that culminated in a national victory in 1925. Though the terms of the franchise were limited, in Armine Gosling's words, the St. John's victory was a "stepping stone to greater things." It energized the Women's Franchise League at a dispiriting time because the House of Assembly had recently defeated a broader suffrage bill by a vote of 13-9.

In St. John's women's groups had lobbied diligently for years to improve sanitation in slums, erect better working-class housing, upgrade roads, start child and maternal welfare services, institute TB (tuberculosis) education, and strengthen animal welfare regulations. Some also wanted regulation of alcohol believed to be a factor in domestic violence and poverty.

Ignored, they demanded a municipal vote. Mayor Gosling persuaded his reluctant colleagues to support votes for women, aided by Councillor Charles Pascoe Ayre, whose wife Diana Stevenson Ayre was also a suffragist.

On **August 2, 1921**, the municipal charter was amended to allow some women to vote. All male British subjects over twenty-one could vote. However, in order to qualify, women had to own property or sign leases in their own name. They were also restricted from running for office until 1925.

Attitudes toward votes for women had become more positive during World War One due to the work of the Women's Patriotic Association, that had seventeen branches in St. John's alone, and the nurses and Voluntary Aide Detachment workers who had gone overseas. Nevertheless, there was still resistance.



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Opponents argued that women lacked "political reason" and that family unity would be undermined by women voting their own minds. Their place was in the home. Some also feared that addressing the festering issues in the city would lead to more taxes. The St. John's election of **15 December 1921** was seen as a test case of whether allowing women to vote would lead to social chaos.

Suffrage leaders realized what was at stake. About 1,080 women qualified to vote in the December 1921 election, forming 18 per cent of the electorate. The female electorate consisted predominantly of wealthier women with property and widows of all classes who had inherited or signed leases.

In addition, about eighty working and middle-class women who ran the little confectionary, grocery and millinery shops scattered throughout the city as sole proprietors were also able to vote, as well as a handful of single working women—teachers, shop and offices employees and factory workers who leased or owned homes. Most single women lived with relatives or in boarding houses due to low wages.

Racially, St. John's was not a diverse city in 1921. "British Subjects" born outside of Newfoundland and Labrador were only 1.2 per cent of the total population of about 36,000.

In legal theory women who were British Subjects by birth, including Mi'qmaq and aboriginal women from Labrador, or by naturalization were eligible, if otherwise qualified. This included the Dominions and Colonies of the British Empire.

How many racial minorities actually resided in St. John's is unknown and the obstacles to participation were formidable. However, there is evidence that a few women from the small but vibrant Lebanese-Syrian and Jewish communities qualified. In a shameful episode in Newfoundland history, Chinese women at the time were barred from entry and adult Chinese men were required to pay a head tax of \$300 (over \$6,000 today).



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Despite the limitations, the vote was symbolically and practically important. The day before the election that December, the first public meeting demanding an island-wide women's franchise without property qualifications took place at a crowded public meeting at the Casino Theatre on Henry Street. Women were urged to vote the next day and to struggle on for full enfranchisement.

On election day women voters proved to be enthusiastic and flooded to the polls in disproportionate numbers. Some needed no persuasion and had already purchased chicken houses and sheds to qualify. The wealthy and widowed Mary Pitts was the first to cast a ballot driven by her coachman and fours.

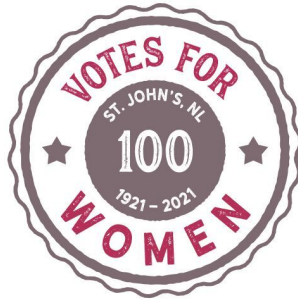
The results of the election were encouraging: the successful mayoral candidate and the top two vote-getters for Council had endorsed a broad national franchise and improvements in the city.

The Newfoundland Women's Franchise League were energized by this breakthrough and what it demonstrated about women's potential voting power.

They continued the struggle, lobbied and mobilized support from all over Newfoundland. Twenty-thousand signed petitions, the largest petition campaign in Newfoundland's history. **A national bill enfranchising women over twenty-five finally passed in 1925.** It took another 23 years for residents of Labrador to be included in elections. This included Indigenous peoples, though there remained substantial barriers to participation.

The St. John's suffrage victory in 1921 was a "stepping stone to greater things," one that inspires us one hundred years later.

With sharpened vision, we strive for a province where all genders have equal rights and opportunities, recognizing that systems of oppression and discrimination are interdependent and span all social categorizations such as race, class, gender, ability, parental status, size, age and sexual orientation.



VOTES FOR WOMEN 100 OVERVIEW

In 2021, through a series of projects under the banner of VOTES FOR WOMEN 100, PerSIStence Theatre will be the lead organization coordinating a community effort to commemorate and reflect on the **100th anniversary since women in St. John's first achieved the right to vote in municipal elections**. In doing so, these women became the first in Newfoundland or Labrador to achieve this right.

LADIES' READING ROOM MONTHLY APRIL-OCTOBER 2021 E.B. FORAN ROOM	WOMEN'S MARCH THROUGH TIME OCTOBER 16, 2021 COLONIAL BUILDING TO CITY HALL
<i>THE MIRROR</i> BY TRUDY MORGAN-COLE OCTOBER 20-24, 2021 LSPU HALL THEATRE	STATUE OF ARMINE GOSLING BANNERMAN PARK UNVEILING OCTOBER 23, 2021



LADIES' READING ROOM

This project is inspired by the Ladies' Reading Room events that were held in St. John's in the early part of the 20th century in protest of the fact that women of the time were not allowed to attend or speak at the local debating societies.

The Ladies' Reading Room, where women WERE allowed to make speeches and debate, was the incubator for the creation of the Women's Franchise League – the leading suffrage group in our province's history. This group was the instigator of our province's earliest women's marches and other work for equality.

"The women developed confidence as public speakers by giving papers, and debating and analyzing issues, all within a socially respectable atmosphere defined by cups of tea and genteel female company."

(<https://www.heritage.nf.ca/articles/society/womens-history-group.php>)

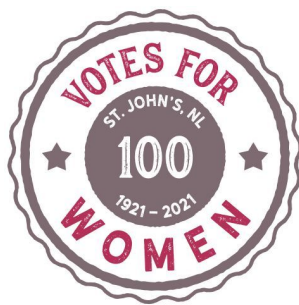


The Ladies' Reading Room was located in "a large and airy upper floor room" in the Lyon's Building, 158 Water Street.

Our idea is to host seven public events in homage to the original Ladies Reading Room and their popular Current Events Club. Our Ladies Reading Room events will occur monthly, on the first Tuesday of each month, from April-October 2021 at the E.B. Foran Room at City Hall.

These free events, open to the public, will start with a short 5-10 minute theatrical performance, set in 1921, written by a local female playwright, directed by a local female director, with costumes designed and constructed by local designers, and performed by a local female actor. Each month will have a theme related to women's equality that was relevant to women both in 1921 and 2021.

Following the theatrical performance, we will "jump forward in time" to host an expert panel discussion on the same topic from a current-day perspective, involving participation from community leaders, academics, celebrities etc.



Broadly, topics will include:

- Women and Politics
- Women and Violence
- Indigenous Women
- Women and Image
- Multi-Cultural Women of St. John's
- Women and Work
- Women and Legacy

Importantly, links on progress (or lack-thereof) between 1921 and 2021 will be emphasized.

Tea will served in both period-appropriate and environmentally sustainable china cups to all.

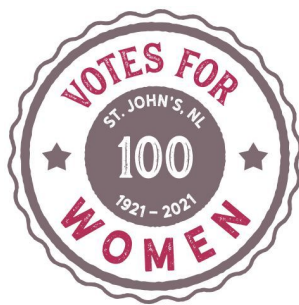
WOMEN'S MARCH THROUGH TIME



The Women's March Through Time is envisioned as a large-scale public event where the public is invited to attend a theatrically-presented re-enacted rally for women's rights in 1921, from the steps of the Colonial Building, before marching en masse to our modern day city hall for an actual rally for women's rights in 2021.

This project will involve the participation of many partner women- and girl-serving

organizations, such as: YWCA St. John's; the St. John's Status of Women Council; the Canadian Federation of University Women St. John's; the NL Sexual Assault Crisis and Prevention Centre; the Multicultural Women's Organization of NL; the Provincial Advisory Council on the Status of Women; NL Organization of Women Entrepreneurs; Esteem Women; St. John's International Women's Film Festival; Girls Rock NL; and Girl Guides.



THE MIRROR, by Trudy Morgan-Cole



A professional theatre production at the LSPU Hall in October 2021, featured around the life of **Armine Nutting Gosling**, who founded the Ladies' Reading Room (1909) and the Women's Franchise League (1920), as well as being married to the mayor of St. John's, William Gosling. This work is commissioned exclusively for this project.

Armine Gosling was central to all three of the major suffragist events of 1921 -- the suffrage bill being brought to the house of assembly, the petition for women's votes being launched as a response to the defeat of that bill, and the extension of franchise to women in the 1921 St. John's election.

The performance will be performed by local professional actors and will be visually realized by historically-accurate set and costume design.

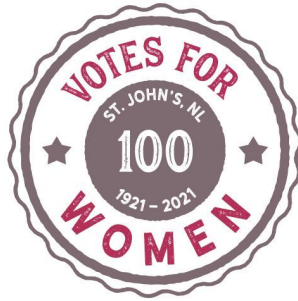
COMMEMORATIVE STATUE

Did you know that in the entirety of Newfoundland and Labrador there are only TWO statues of named women: Shawniditit in Boyd's Cove and Ameila Earhart in Harbour Grace; there are **none in our capital city** of St. John's.

As a leader of the suffrage movement in St. John's, founder of the Ladies Reading Room, and wife of William Gosling, the mayor of the St. John's who led the charter change in 1921, we feel that **Armine Nutting Gosling** is an ideal choice to be immortalized as the first statue of a named woman in St. John's.

The vision is for a life-sized statue in bronze, on a granite base, representing Gosling as she would have appeared in 1921, reaching out to the viewer in the process of handing out a pamphlet on women's suffrage. On the pamphlet, viewers can read the title "VOTES FOR WOMEN".





Sheila Coultas is a local emerging female bronze sculpture artist who has just achieved her Red Seal designation and is apprenticing under Morgan Macdonald of the Newfoundland Bronze Foundry in partnership with Esteem Women Inc.

The statue will be located in Bannerman Park, facing the Colonial Building, in a yet-to-be-determined exact location along one of the accessible park pathways. The unveiling of the statue would ideally occur in October 2021.

PROJECT BENEFITS

For PerSISTence Theatre, this project represents a unique opportunity to commemorate 100 years of women voting in St. John's, and thusly take another step towards achieving our mission of "community enlightenment based on the core beliefs of feminism", feminism being defined as "the belief in political, economic, personal and social equality for women."

For our community, by highlighting both the struggle and progress of women gaining the right to vote 100 years ago in St. John's, this project creates another opportunity for our audiences and the public to reflect on the current state of equality.

As part of the PerSISTence mandate to "change hearts and minds", the hope is that, through our activities, we will **support and inspire the continued advancement of all women in our community and society.**

PROOF OF ANNIVERSARY DATE

August 2, 1921 - Civic legislation known as the City Charter passed both Houses of the Legislature. This document was worked on extensively by **Mayor William G. Gosling** and laid out the rights and responsibilities of the council and its officials. Women received the right to vote as a result of the charter." (<http://www.stjohns.ca/living-st-johns/your-city/st-johns-history/1888-1929-city-councils>)

ST. JOHN'S

Environment & Sustainability Experts Panel Report

June 26, 2020

1:30 p.m.

Virtual

Present: Kieran Hanley, MBA - Sustainable Economic Growth, Chair
Joel Finnis, PhD - Climate Science & Resilience
Dennis Knight, MSc, MCIP - Sustainable Urban Planning & Economic Growth
Krista Langthorne, BA, SEBT - Resilience & Natural Resources
Joseph Daraio, PhD, PEng - Sustainable Urban Planning & Resilience
Michel Wawrzakow, PEng, PGeo - Natural Environment & Resilience

Regrets: Councillor Ian Froude, Council Representative
Pablo Navarro - Socio-cultural & Quality of Life

Staff: Brian Head, Manager - Parks & Open Spaces
Edmundo Fausto, Sustainability Coordinator
Shanna Fitzgerald, Legislative Assistant

Others: Natalie Godden, Manager of Family and Leisure Services
Bruce Knox, Healthy City Fieldworker

Review of Parking Requirements for Section 8 of the Envision St. John's Development Regulations

Recommendation

Moved By Kieran Hanley

Seconded By Krista Langthorne

That Council consider electric vehicle spaces in new construction regulations.

MOTION CARRIED

Recommendation

Moved By Kieran Hanley

Seconded By Michel Wawrzkow

That Council consider providing guidance for bicycle spaces and facilities in new construction regulations.

MOTION CARRIED

CHAIRPERSON, KIERAN HANLEY

DECISION/DIRECTION NOTE

Title: Review of Parking Requirements for Section 8 of the Envision St. John's Development Regulations

Date Prepared: June 29, 2020

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 revised parking requirements for Section 8 of the Envision St. John's Development Regulations.

Discussion – Background and Current Status:

In February 2019, Council approved a Notice of Motion (R2019-02-18/2) directing staff to review the City's current parking minimums and identify any opportunities to reduce or eliminate parking minimums in certain areas of the City or for certain types of development.

As the Envision St. John's Development Regulations (adopted in principle by Council on March 4, 2019 and sent to the Province for provincial release) are close to being complete, staff from Planning, Development, and Engineering (Transportation) reviewed Section 8 "Parking Requirements". For some uses, current parking standards are excessive and the required parking lots are underused, or developers keep requesting parking relief for applications such as personal care homes. For places of amusement, places of assembly, lounges, and recreational uses, we have changed the way parking is calculated to ensure sufficient spaces.

Based on staff's knowledge of parking situations across the city, along with information in the *Parking Generation Guide* of the Institute of Transportation Engineers (ITE), all uses in the parking standards table were reviewed. Staff also evaluated parking standards from 8 Canadian cities: Halifax Regional Municipality, Regina, Richmond, Edmonton, Hamilton, London, Toronto and Ottawa.

Staff propose creating a **minimum and maximum requirement** for each use. Minimum parking standards ensure that basic parking demand on a specific site is satisfied; this has always been the City's approach. The attached chart shows the proposed minimum and maximum parking requirements in comparison to the existing minimum standards in the current Development Regulations (and draft Envision Regulations). Many of the uses have reduced minimum parking requirements.

Maximum standards establish an upper limit on parking supply. Setting a maximum is intended

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to ensure that developers do not build excessive amounts of parking that is not used frequently. This is not common but sometimes happens.

The following changes are proposed for the City's parking standards:

- Developments will need to provide required parking spaces within a minimum to maximum range.
- Developments in Intensification Areas shall meet but not exceed the minimum parking requirements. Intensification Areas are so designated because they are well served by public transit.
- Non-residential development in the Downtown Parking Area is required to provide 50 percent of the required minimum and maximum parking requirements.
- Residential development in the Downtown Parking Area is subject to the standard minimum and maximum requirements.
- Residential development of 5 dwelling units or less which is located along Water Street and Duckworth Street in the Downtown Parking Area is not required to provide parking.

Where an applicant wishes to provide a different amount of parking than set out in Section 8, a **Parking Report** will be required. The Parking Report shall provide information for Council to decide whether parking relief or the provision of additional parking spaces is acceptable for the Development. At a minimum, a Parking Report would address the parking generation rates for the Development (pre- and post-development), the parking duration (short term or long term), available parking in the area (private/public on-street, parking lots and garages), the effects on traffic flow or local parking options, traffic to and from the Development, neighbourhood impacts, and other available transit options in the area. A 10-percent variance can also be used to meet parking requirements when the number of spaces being considered is minimal. In cases where the applicable parking requirement cannot be met, Council may consider a cash-in-lieu payment or a shared parking agreement if the parking lot/garage is located within 400 metres of the Development, or some combination of both options.

As part of the consideration for parking, **bicycle parking** will be required for all new developments, including apartment buildings, retail use and office use. The standards include number of parking spaces, appropriate siting and devices to secure bicycles.

Parking standards can be used to encourage the forms of development that the City favours through policy. The minimum/maximum approach allows for less parking across the range of uses than previously required. However, this is still a traditional approach to parking standards. Non-traditional options such as eliminating parking minimums or enforcing lower parking maximums are possible but have broader consequences and should not be evaluated in isolation. For example, if significantly less parking supply is provided, then other means of transportation such as public transit must be elevated to fill the demand for personal mobility.

Where the provision of a cash-in-lieu payment for parking or bicycle spaces is approved, Council may wish to consider placing these funds into a sustainable transportation fund for future projects to support the move towards further reductions in parking spaces.

Further, Council may wish to consider parking requirements for electric vehicles. The City's

Sustainability Coordinator has completed preliminary work on this but it deserves separate attention as part of wider environmental initiatives.

On May 11, 2020 this item was referred to the City of St. John's Environmental and Sustainability Expert Panel for review and comment. The ESEP offers the following comments and recommendations:

- The ESEP agrees with staff's recommendations on the inclusion and implementation of minimum and maximum requirements.
- That Council considers the inclusion of an electrified parking spaces requirement for new development to prepare for the electrification of the transportation system.
 - o Incorporating EV charging infrastructure into the City's parking requirements will help prepare St. John's for EVs, as a proactive cost reducing approach. It is important to anticipate the future needs of EV charging infrastructure. This could be achieved by requiring a defined percentage of spaces be energized. This means that it is electrically connected to, or is, a source of voltage. An energized parking spot is charger ready but would not require a charger to be installed until later (see attached draft requirements for more information).
 - o Savings by energizing parking at time of construction could typically be 30-40% compared to the cost of installation after facility has been constructed. Essentially savings accrue based on:
 - Significantly reduced civil work costs (~75%),
 - Reduced electrical works and foundation costs (~20%)
 - o Similarly it reduces the need for utility upgrades, as the requirements are usually determined during the application for service and the utility equipment would be installed to meet the needs of the building as proposed.
 - o The draft requirement attached was developed in consultation with staff and NLPower.
- That Council considers the development of guidance to ensure usable and durable bicycle parking facilities are implemented in new development.
 - o A guideline for design of bicycle infrastructure would improve the quality of bicycle parking thereby encouraging more use of bicycles, as well as the longevity of these items by supporting the alignment of design and seasonal operations (e.g., sidewalk cleaning, snowclearing) while sharing desirable and undesirable design features.

Key Considerations/Implications:

1. Budget/Financial Implications: Not applicable
2. Partners or Other Stakeholders: Developers and residents of the city.
3. Alignment with Strategic Directions/Adopted Plans: City'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: A change to the draft of Envision Development Regulations.
5. Privacy Implications: Not applicable.
6. Engagement and Communications Considerations: Stakeholder engagement of recommendations and public advertisement of Section 8 when the Envision Municipal Plan and Development Regulations are adopted.
7. Human Resource Implications: Not applicable.
8. Procurement Implications: Not applicable.
9. Information Technology Implications: Not applicable.
10. Other Implications:

Recommendations:

That Council consider electric vehicle spaces in new construction regulations.

That Council consider providing guidance for bicycle spaces and facilities in new construction regulations.

Prepared by: Edmundo Fausto, Sustainability Coordinator

Approved by:

Report Approval Details

Document Title:	Review of Parking Requirements for Section 8 of the Envision St. John's Development Regulations.docx
Attachments:	- Draft St. John's EV Charging Infrastructure Parking Recommendation.docx
Final Approval Date:	Jul 7, 2020

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

No Signature - Task assigned to Brian Head was completed by workflow administrator Shanna Fitzgerald

Brian Head - Jul 6, 2020 - 5:04 PM

Lynnann Winsor - Jul 7, 2020 - 12:28 PM

Draft Recommendation of EV Parking Requirements for Section 8 of the Envision St. John's Development Regulations

The recommendations outlined for the St. John's parking regulations to include electric vehicle ("EV") infrastructure aims to reduce costs associated with installing charging infrastructure, reduce GHG emissions, improve access to EV charging infrastructure, prepare for future EV charging needs, and increase EV adoption.

Incorporating EV charging infrastructure into the City's parking requirements will help prepare St. John's for EVs, as a proactive cost reducing approach. It is important to anticipate the future needs of EV charging infrastructure. Savings by installing EV charging infrastructure at time of construction could typically be 30-40% compared to the cost of installation after facility has been constructed. Essentially savings accrue based on:

1. Significantly reduced civil work costs (75%),
2. Reduced electrical works and foundation costs (20%)

The St. John's City Council declared climate mitigation and adaptation as a strategic priority for the city and committed to the development of specific GHG emissions reduction targets for 2030 and 2050 and, ultimately, actions and strategies for St. John's to achieve its targets. Increasing EV charging infrastructure will assist in meeting GHG targets. According to the *City of St. John's Energy and Greenhouse Gas Inventory*, Transportation consumed approximately 41% of the energy use (gasoline and diesel) and emitted 59% of the community's GHGs in 2018.

Public EV charging infrastructure play a significant role in encouraging the adoption of EVs. Research conducted by the U.S. Department of Energy ("DOE") has shown that workplace charging minimizes range anxiety, which is drivers' concern that an EV battery will run out of power before completing a trip. This research indicates that more than 40% of EV charging occurs at the workplace. Further, 14% of EV drivers need workplace charging to complete their daily commutes. Workplace charging also contributes to the visibility and consumers' familiarity with EVs, which can be important for spurring market adoption. According to the DOE, employees who are offered workplace charging are six times more likely to drive an EV than the average worker. Workplace charging also improves access to charging for individuals with limited or no residential charging options.

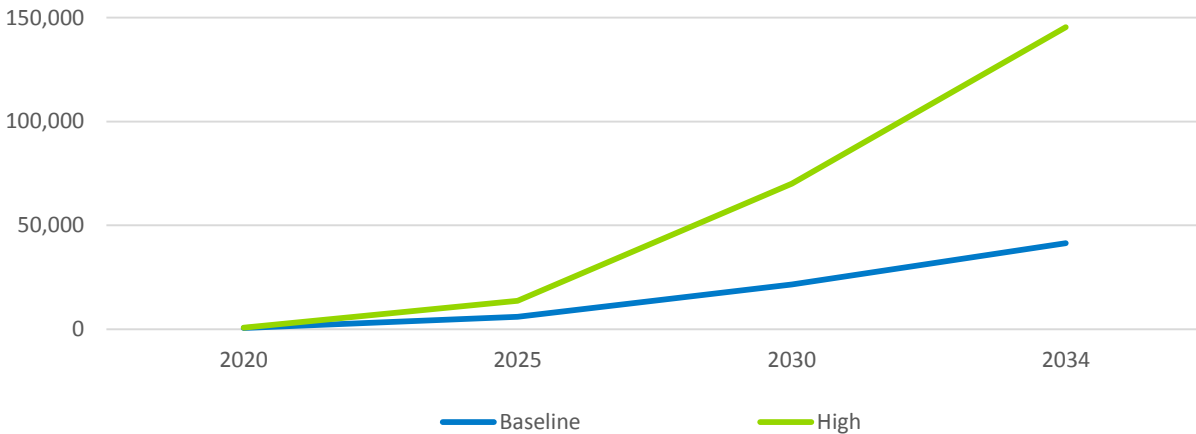
In 2018, Newfoundland Power and Newfoundland and Labrador Hydro initiated a comprehensive market assessment ("the Potential Study") of potential for electrification, conservation and demand management technologies for the 2020-2034 timeframe, with the assistance of Dunskey Energy Consulting.¹ The study used Newfoundland and Labrador specific inputs and assumptions to assess the electrification potential and corresponding opportunities and challenges.

Figure 1 shows the baseline and high scenarios for provincial EV adoption forecasted for the study period of 2020 through 2034.

¹ Newfoundland Power and Hydro commissioned Dunskey Energy Consulting to complete the Potential Study. Dunskey Energy Consulting, located in Montreal and Toronto, provides expertise in assessing the potential for adoption of energy efficiency, demand management, renewable energy and clean mobility solutions.

Draft Recommendation of EV Parking Requirements for Section 8 of the Envision St. John's Development Regulations

Figure 1
Electric Vehicle Potential
(Total Number of Electric Vehicles)



In the baseline scenario, uptake of EVs results in approximately 41,000 EVs on the road in the province by 2034. In the high scenario, adoption could increase to over 145,000 EVs by 2034. In both the baseline and high scenario, reducing the costs associated with installing infrastructure will be important to help meet demand for charging.

Definitions:

Electric vehicle means a vehicle that uses electricity for propulsion, and that can use an external source of electricity to charge the vehicle's batteries

Electrical Vehicle Supply Equipment (EVSE) an AC charge station as defined in the Canadian electrical code.

Energized means is electrically connected to, or is, a source of voltage. An energized parking spot is charger ready but does not require an EVSE be installed until later as required.

Level 2 (L2) refers to a 208/240 Volt, less than or equal to 80 Amps continuous AC circuit as defined in the Society of Automotive Engineers (SAE) J1772 standard.

Level 2 Managed (L2M) refers to Level 2 AC charging capability that varies electrical power to EVSE loads.

The minimum number of off-street parking spaces and electric vehicle infrastructure that shall be provided and maintained in respect of each land use or building class shall be in accordance with the following tables and in accordance with the land uses as set out in the table below.

Type or Nature of Building	Minimum Energized	Minimum Charging Level
Adult Day Care Facility (Non-residential)	10%	L2M

Draft Recommendation of EV Parking Requirements for Section 8 of the Envision St. John's
Development Regulations

Adult Day Care Facility (Residential)	10%	L2M
Apartment building	15%	L2M
Bank	10%	L2M
Bed and Breakfast	10%	L2M
car sales lot	10%	L2M
Clinic	10%	L2M
Commercial Garage	10%	L2M
Day Care Center	10%	L2M
Dry Cleaning Establishment	10%	L2M
Funeral home	10%	L2M
Gas Station	0%	
Health and wellness clinic	10%	L2M
Heritage Use	0%	
Home Occupation	0%	
Hotel	10%	L2M
Light Industrial	10%	L2M
Lodging House	0%	
Long term care facility/Hospital	10%	L2M
Lounge	10%	L2M
Micro unit dwelling	0%	
Office	10%	L2M
Personal Care Home	10%	L2M
Place of Amusement, or Place of Assembly Or Auditorium (excluding a Movie Theatre)	10%	L2M
Place of Worship	10%	L2M
Residential Use, except Tiny Home Dwelling and Micro Unit Dwelling	0%	
Restaurant	10%	L2M
Retail Use	10%	L2M
Service shop	10%	L2M
Shopping Center	10%	L2M
Tiny Home Dwelling	0%	
Townhouse Center	0%	
Training School	10%	L2M
Veterinary Clinic	10%	L2M
Warehouse	10%	L2M

Draft Recommendation of EV Parking Requirements for Section 8 of the Envision St.
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Exceptions to the above are as follows:

- 5 or more parking spaces would be required before the above recommendations would need to be implemented.
- Where the calculation of a parking requirement results in a fractional number, the number shall be rounded up to the nearest whole number where the fractional portion equals or exceeds 0.5.
- EV energy management systems or “load sharing” can be used to meet the requirements.

Utility Impacts

Any addition of electrical load will require an increase in capacity of the service equipment that the utility will install. This is usually determined during the application for service and the utility equipment is installed to meet the needs of the building. In the case of a General Service (commercial) Customer, this will not have a major impact on the Company's Distribution Standards as they are written to instruct the design technologist in the size of equipment to install based on a submitted connected load.