

# DECISION/DIRECTION NOTE

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**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

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## 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**