

**ELGIN STREET
PARKING STUDY**

The terms of reference of the Elgin Street parking study relate to only parking and not transportation and traffic; the terms of reference as well relate only to the current situation.

Based on the terms of reference it is the position of the E.B.A. that the study findings are accurate, all alternative options were identified and considered and the parking structure is a reasonable recommendation.

The additional proposals involving; removing parking restrictions, establishing angle parking and more efficient spacing of parking meters are desirable.

In future the E.B.A. hopes that a study will be conducted that has regard to current and future transportation and traffic issues and future parking issues.

ELGIN STREET PARKING STUDY

This brief has been prepared to give those attending the June 20, 1989 Open House an overview of the Elgin Street Parking Study conducted for the City of Ottawa by Delcan Corporation.

BACKGROUND

The Elgin Street area from Gladstone Avenue north to Laurier Avenue is a diverse mix of office, residential, commercial, retail, institutional and public land uses. In recent years within this area, there has been residential renovation and redevelopment, new office development and a significant increase in the number of restaurants/bars. With these changes, the number of residents, employees and commercial/retail/restaurant patrons within the area has grown with an associated increase in pedestrian and in automobile activity and in the demand for parking. It is the combination of the increased parking demand, the increasing number of restaurants/bars along Elgin Street and the concerns regarding the appropriateness of the parking requirements contained in the City's By-law Z-2K that have prompted the conduct of the Elgin Street Parking Study.

The primary study area is bounded by Cartier Street to the east, Gladstone Avenue to the south, Metcalfe Street to the west and Lisgar Avenue to the north. The northern boundary, however, is not rigid as consideration was given to the impacts of the Court House and the RMOC Headquarters regarding parking supply and demand. As well, a review of the parking supply and utilization of the Place Bell Garage and Shamrock operated surface lot at the Lisgar/Metcalfe intersection was undertaken. The study area is shown on the attached exhibit.

The study commenced in July 1988. The following is a list of the activities that have occurred since that time and will occur in the near future;

- July 1988 - Data Collection Program consisting of land use inventory (type and ft²), count of residential units, survey of employee travel and parking habits, visitor/patron survey regarding parking requirements, residential telephone survey, block by block on-street parking space supply and parking space utilization surveys.
- September 15, 1988 - Open House
- October to December, 1988 - data analysis, option identification and preparation of draft report.
- November 28, 1988 - review of angle parking adjacent to City parks with City Engineering and Recreation departments.

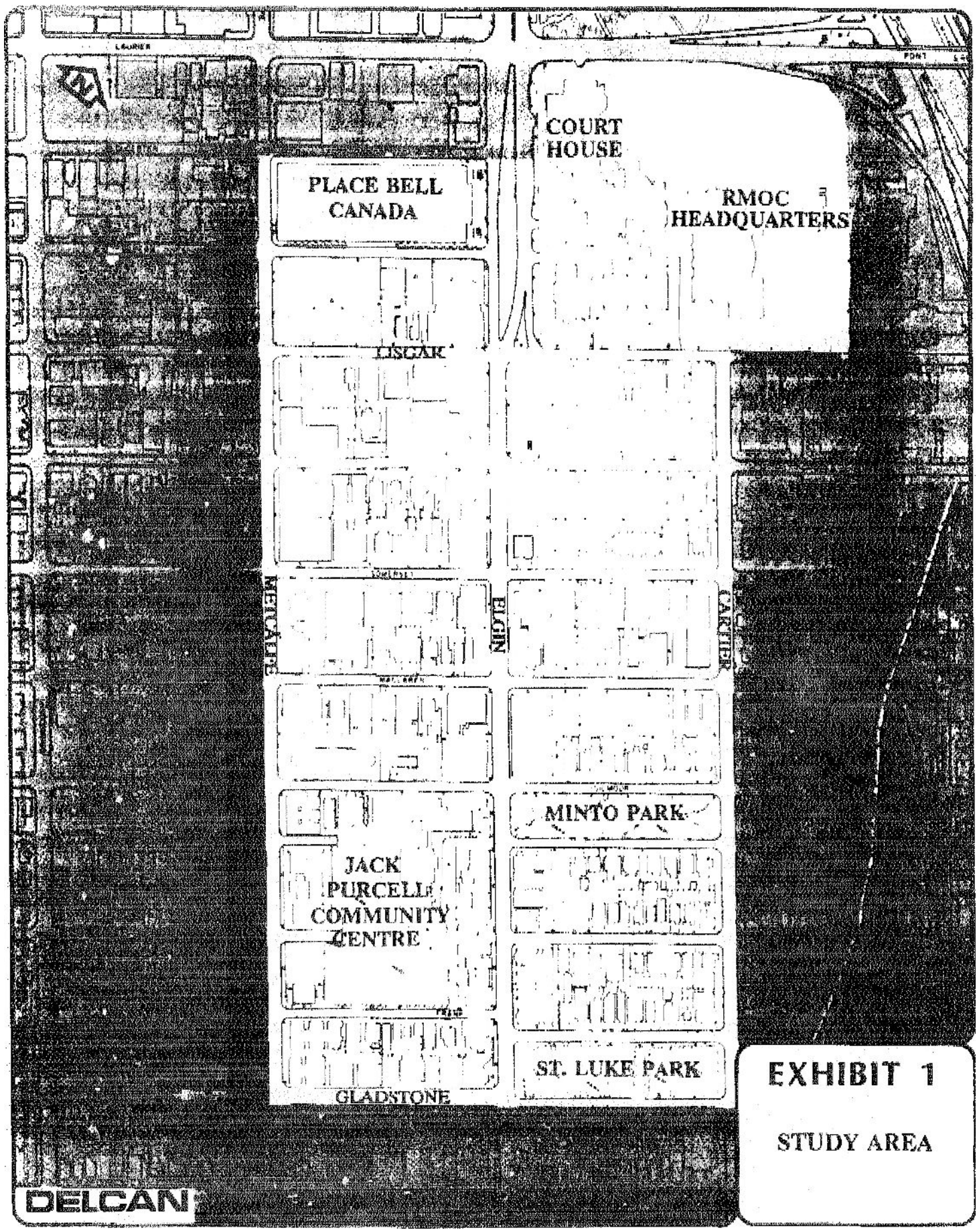


EXHIBIT 1
STUDY AREA

- December and January - discussion with Public Service Alliance Commission (PSAC) regarding possible formal use of their at-grade and below grade parking facility as a City operated parking facility.
- March 8, 1989 - review of draft report with Technical Advisory Committee and Ward Alderman.
- March to May 1989 - review of draft report by City Departments.
- June 20, 1989 - Open House
- July - August, 1989 - preparation of final report and submission to Planning Committee

STUDY METHODOLOGY

A point form summary of the methodology used to determine the parking demand within the study area follows;

- a block by block inventory of publicly available parking spaces
- daytime and evening survey (every ½ hour) of the parking demand (parked vehicles) on every block face and surface parking lot within the study area
- a comparison of the parking supply to the parking demand at all times during the day and evening to identify those areas that have a parking space deficiency and the magnitude of the deficiency
- a theoretical analysis based on the findings of the land use inventory, and the employee, residence, patron and visitor surveys to determine the parking demand rates (veh/1000 ft² veh/residence, veh/employee, etc.) for each land use category within the study area. These parking demand rates for each land used were calibrated to the existing measured parking demand and applied to potential future development to identify future parking demand requirements.
- review of parking requirements and parking exemptions in the City of Ottawa's By-law Z-2K.
- determination of the magnitude, location and cause of parking deficiencies and review of alternative parking supply options

STUDY FINDINGS

- 1) Past decisions by the City's Committee of Adjustment has resulted in parking space exemptions totalling approximately 155 spaces
- 2) There are sections in the City's By-law Z-2K that allow certain developments, or a portion thereof, to be excluded from the provision of parking. Included in this category are;
 - the first 47.5 m² of restaurants/bars
 - eatery, beverage or general commercial businesses located in a cellar. Cellars are defined as having one-half or more of its floor to ceiling height below grade

As well, the following conditions also exist which could contribute to a parking deficiency in a high parking demand area;

- a restaurant/beverage establishment that has two addresses and two entrances can claim the 47.5 m² exemption twice
 - the parking deficiency of an existing permitted use is a parking credit than can be applied to a new permitted use located in the same establishment
 - there are no parking requirements in the By-law for sidewalk cafes or rooftop terraces
- 3) For that portion of the study area north of Gilmour Street, the daytime parking demand for on-street parking spaces exceeds the available supply. For the portion of the study area south of Gilmour Street, there is sufficient on-street parking to satisfy the daytime parking demand.
 - 4) There is an abundance of public off-street parking on surface lots and in parking garages in and adjacent to the portion of the study area north of Somerset Street. In the daytime this parking is well used, however, there remains a significant volume of off-street parking spaces available for public use. Given the combination of on-street and off-street public parking supply in the portion of the study area north of Gilmour Street, there is sufficient total parking in this area to satisfy the daytime parking demand.

Therefore, throughout the study area there is sufficient public parking. (comprised of on-street and off-street parking) to satisfy the current daytime parking demand.

- 5) In the busy evenings there is an on-street parking problem in the study area. The demand for on-street parking throughout the study area exceeds the supply, with there being a significant volume of illegally parked vehicles. Illegally parked vehicles are those that park in loading zones, in bus stop zones, adjacent to fire hydrants, too close to driveways or intersections and on block faces that do not allow parking. Within the portion of the study area south of Somerset Street, all legal on-street parking spaces were occupied during the evening period and approximately 50 vehicles were parked illegally on-street. Within the portion of the study area north of Somerset Street there are 131 legal on-street spaces with a count of 141 cars, therefore approximately 10 vehicles were parked illegally.
- 6) The portion of the study area north of Somerset Street has a significant volume of off-street public parking available for evening use. As this parking is significantly underutilized, the findings of this study are that there is sufficient public parking in and adjacent to this portion of the study area to accommodate the current daytime and evening parking demand. Additional public parking is not required north of Somerset Street.
- 7) In the area south of Somerset Street there is limited off-street public parking. Up to 44 of the 85 surfaces spaces at PSAC were observed as being used in the evening by the general public. However, this is not a public lot and its use could be restricted at some future time.

The public lot on Somerset Street east of Elgin Street has 108 spaces of which only 13 were observed as being used at the peak times on the evenings surveyed. The poor visibility of this lot from Elgin Street and the fact that its a pay lot likely restrict its use, however, there is also the potential for development of this site which would remove these spaces from the available parking supply.

The lot behind Al's Steak House has over 60 spaces, however, its use is only for patron's of Al's. On the evening surveyed, 47 of the 69 off-street parking spaces on this block were occupied.

- 8) Based on the combination of on-street parking demand, limited off-street parking supply, and the estimated spillover parking (30 vehicles) into the neighbourhoods adjacent to the study area, there is a current evening on-street peak period parking demand within the study area that exceeds the on-street parking supply by approximately 80 spaces. To satisfy this existing evening on-street parking space deficiency and provide a small amount of spare capacity as a buffer, a minimum of an additional 100 parking spaces are required.
- 9) Potential change in use of existing buildings in the portion of the study area south of Gilmour Street could result for an increase in the evening demand for parking by 50 spaces.

- 10) Based on the combination of existing (item 8) and potential (item 9) evening parking demand, a minimum of an additional 150 spaces will likely be required in the study area south of Somerset Street to accommodate the existing and future parking demand. As the on-street parking spaces are currently fully utilized, as the PSAC lot is not a public lot and as the surface public parking lot on Somerset Street will eventually be lost through redevelopment, new parking spaces will likely be required to meet this deficiency.
- 11) On-street parking by area residents accounts for a significant component of the on-street parking demand. There are approximately 477 on-street parking spaces available within the study area. Of these approximately 310 spaces are available for all-night parking. An early morning survey (5:30 a.m.) indicated approximately 120 vehicles (38%) parked on-street, the majority of which were assumed to be vehicles of area residents.

ALTERNATIVES INVESTIGATED/OPTIONS IDENTIFIED

All possible alternatives were investigated to determine if there are viable options to providing increased parking supply in the portion of study area south of Somerset Street. These included;

- removing some of the current "no parking restrictions"
- replacing parallel parking with angle parking where it can be physically accommodated
- angle parking adjacent to Minto Park
- more efficient spacing of parking meters
- making better use of existing off-street parking facilities to accommodate the existing on-street parking demand (i.e., Public Service Alliance Commission parking lot and garage)
- construction of new parking facilities

Another option identified to provide a better balance between parking supply and demand would be not to allow further development of the type of land uses (i.e., restaurants/bars) that cannot provide sufficient parking to satisfy their own evening parking demand. This course of action would be considered as addressing the cause of part of the problem instead of reacting to the problem.

Following thorough investigation by the Consultant and review by the appropriate Departments in the City of Ottawa, the following are the findings with respect to increasing the parking supply;

- Allow parking on Gladstone Avenue east of Elgin Street. This would add either 11 or 22 parking spaces to the inventory depending on which side of the street parking was allowed.
- There are limited opportunities to replace parallel parking with angle parking and retain acceptable traffic operations. The only real opportunity is on the north side of Gilmour Street immediately west of Elgin Street where 2 parallel spaces could be replaced by up to 10 angle spaces.
- Angle parking adjacent to Minto Park, increasing the on-street parking supply by up to 37 spaces, was not considered a viable option by the Technical Advisory Committee.

The PSAC surface and below grade parking facilities are not available for City use and should not be considered as part of the long-term parking supply as their current evening use by the general public may, at some time, be restricted.

- The existing public parking lot located on Somerset Street east of Elgin Street is significantly underutilized in the evenings, however, it should not be considered as a solution to the parking problem as it is somewhat removed from the core of the problem area and it is a potential site for development.

The viable options identified in the foregoing, if implemented, would add in the range of 35 to 45 on-street parking spaces to the current supply. As the current demand for on-street parking spaces during the busy evenings exceeds the supply by approximately 80 spaces and as this could increase by another 50 spaces with future changes in use within the study area, an additional source of parking supply is required. The remaining option is a new parking facility.

PARKING STRUCTURES

The issues with respect to building a parking structure to alleviate a parking space deficiency in the Elgin Street area are location and cost. As the area of greatest parking demand is centered around the Frank Street, Waverley Street and Lewis Street intersections with Elgin Street, the most appropriate sites for providing a parking facility are the Jack Purcell Park or St. Luke's Park. Preliminary functional planning indicates that approximately 130 parking spaces per level could be provided in a facility on the Jack Purcell Park and 190 spaces per level in a facility on St. Luke's Park.

A cursory review of these two sites reveals the following preliminary comparisons:

- The impact of a parking facility on the existing amenities and trees would likely be less at the Jack Purcell site.
- The cost to replace recreational amenities upon garage completion would be less at the Jack Purcell site.
- The impact on the adjacent residential community would be less at the Jack Purcell site.
- A parking facility on the Jack Purcell site would likely have less impact on pedestrian circulation.
- Access to a parking garage facility beneath St. Luke's Park would likely be more visible and more direct.
- As the St. Luke's site is substantially larger, there is the potential to provide more parking spaces per level which would affect construction cost if more levels are required on one site versus the other to provide the same amount of parking.

Preliminary indications from City staff are that the existing trees and facilities on St. Luke's Park should remain intact, therefore, they would tend to favour development of a parking facility beneath, on or above the Jack Purcell Park.

Quite separate from the issue of location is cost. Current estimates of the construction cost for parking spaces can range from \$6,000 to \$10,000 per space for above grade parking and from \$15,000 to \$20,00 per space for below ground parking, with the range in cost being a factor of soils conditions, size of facility, quality of finish, etc. The cost for a 150 space facility could, therefore, range from approximately \$1,000,000 to \$3,000,000 with the likely cost being towards the higher end of the range.

A major consideration is assessing the viability of constructing a parking structure in the southern portion of the Elgin Street study area is revenue generation. The dilemma is that the predominant period of revenue generation for a parking facility is the daytime 9 a.m. to 5 p.m. working and business hours. However, in the southern portion of the Elgin Street study area, there is currently sufficient on-street parking in the area to satisfy the existing daytime demand. The parking deficiency in this area is in the evening, during which time there is a limit to the amount that can be charged for parking and still encourage people to use the facility. It is most likely, based on the Consultant's experience in parking studies, revenue generation and cost/revenue analysis, that a parking structure, constructed in the southern portion of the Elgin Street study area would have to be heavily subsidized. The degree to which the City would have to subsidize the facility could be reduced by a combination of the following:

- * provide a high quality facility with very visible access
- * sell parking spaces to area residents
- * promote its used as a tourist parking facility

a quality parking facility could encourage new development in the immediate area that would increase the daytime demand for parking spaces.

It is important to note that a preliminary cost/revenue analysis undertaken by the Consultant indicates that significant subsidy of a parking structure in this portion of the study area will likely be required, with the degree of subsidy likely decreasing over time.