Selby-Western Commercial Area Parking Study



December 2016 Prepared by SRF Consulting Group, Inc. in partnership with the City of Saint Paul This page was intentionally left blank.

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Introduction

The City of Saint Paul Planning and Economic Development (PED) has developed a commercial area parking study for the Selby-Western commercial district in Saint Paul. The goals set for this study include:

- Addressing commercial and residential parking needs
- Recommending mitigations for more frequent turnover rates
- Exploring short, mid, and long-term solutions for parking
- Engaging and listening to residents and businesses
- Using a data driven process (utilization counts) to determine existing conditions
- Developing a plan that can be used in other parts of the city

Setting the Stage

The Selby-Western commercial area is in the Cathedral Hill neighborhood in Saint Paul. Cathedral Hill is a historic, urban neighborhood, with a mix of commercial and single and multi-family residential. The Selby Avenue commercial corridor is a main arterial that runs east-west through the neighborhood. Selby Avenue is a destination for the neighborhood, larger Saint Paul community, and the region. The development pattern of this area reflects the historic streetcar route that one ran along Selby Avenue, with a mix of residential and commercial buildings lining the street.

As with most urban areas in the United States, this area experienced disinvestment in the 1960's and 1970's and urban renewal impacted the area. Reinvestment began earnestly in the late 1970's and has continued through today. This pattern of development and redevelopment has shaped today's land use patterns.

Balancing transportation needs for the area requires a comprehensive look. The purpose of this study is to identify short-term and long-term parking strategies that best accommodate the varying needs of all users of parking in the area.

Past Planning Efforts

The Summit-University (District 8) Area Plan Summary was adopted as part of the City of Saint Paul's Comprehensive Plan. The Plan serves as a guide for the District's vision. This vision recognizes that the area will maintain the mix of land uses and continue to support a robust commercial corridor along Selby Avenue. The City has helped balance this vision by recognizing the opportunities and challenges associated with accommodating automobiles in areas of the city that were developed prior to the prevalence of personal automobile ownership. For example, the City of Saint Paul has supported shared-use parking agreements to meet parking requirements, as well as undertaking revisions to the off-street parking requirements in the zoning code. The City also recognizes and supports multimodal transportation in the city, by investing in bicycle infrastructure and continuing to support a mix of land uses where appropriate, to support a public transit system. Below is a list of studies and plans adopted by the City to promote past planning efforts.

The Study Area

The study area is bounded by Marshall Avenue to the north, Summit Avenue to the east, Holly and Ashland avenues to the south, and Dale Street to the west (see Figure 1).

- Saint Paul 2030 Comprehensive Plan, 2010
 - o Strategy 2.12: Simplify and reduce off-street parking requirements and use definitions
 - o Strategy 2.13: Expand the parking management toolbox
 - Strategy 2.15: Encourage investment in new enforcement technologies that can help to expand parking enforcement and reduce the City's costs
- Downtown Parking Management Strategy, 2015
- Saint Paul Bicycle Plan, 2015
- Towerside Innovation District Parking Framework, 2016

As part of these past planning efforts, multi-modal transportation themes have emerged. These findings served as a foundation for informing the study's strategies and recommendations. General themes identified in past plans include:

- Continued coordination between businesses and property owners to discover shared parking opportunities.
- Increase on-street parking turnover through enforcement and management.
- Travel Demand Management (TDM) strategies to play an integral role in reducing parking demand.
- Explore creation of a Parking Improvement District (PID).





Selby-Western Study Area

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Planning Process

The planning process occurred over an eight-month period (February 2016 – December 2016). During this time a Project Management Team (PMT) was formed to guide the study process and inform the framework's recommendations. The PMT included representatives from the City of Saint Paul: Hilary Holmes (Planning and Economic Development), Elizabeth Stiffler (Public Works), Paul St. Martin (Public Works), and Mike Klobucar (Public Works).

Stakeholder Interviews

The planning process included a series of key stakeholder interviews. The interviews helped confirm and identify potential parking strategies, needs, and issues. Stakeholder input was instrumental in shaping the planning process and informing the recommendations within the study. Stakeholder interviews included business/property owners and residents (see sidebar). Key themes from the stakeholder interview included the following:

- The neighborhood has become a regional destination for restaurants and entertainment uses, which has increased demand for more parking.
- Parking solutions need to address all the users (residents and businesses) within the area.
- There are opportunities to create shared parking agreements between businesses that experience lower utilization rates (e.g., Curling Club off-season, Louisiana Café, and Saint Paul College).
- There is more demand for parking during the evening hours.
- Businesses and patrons are utilizing the on-street parking in residential neighborhoods for employee, valet, and customer parking.
- The YWCA parking lot was converted from a municipal lot to a private lot. This lot is underutilized during peak evening hours.
- There are inconsistencies in where on-street parking is allowed on one-side of the street versus both sides.

Public Open Houses

A series of three open houses were held as part of the study. Each open house was open to anyone in the area who wanted to learn more about the project and provide feedback accordingly. The first open house was held on July 11, 2016. There were approximately 80 residents, business owners, and commercial property owners who attended the public open house. This served as a listening session to gain a better understanding of the neighborhood's issues and concerns. A series of questions were provided for those attending to provide direct feedback. Appendix A summarizes the survey responses. Table A-1 identifies the outcomes of these questions, which helped guide the study's findings and final recommendations.

Stakeholder Interviews

- Saint Paul Curling Club
- Residents
- Premier
 Management
- Solo Vino Wines
- Blair Arcade
- YWCA
- Richardson, Richter & Associates
- Saint Paul Pet Hospital
- W.A. Frost & Commodore

The second and third open houses were held on October 18, 2016 and December 14, 2016. Approximately 45 residents, business owners, and commercial property owners attended the meetings. The purpose of the final open house was to share the study's outcomes, and to gain feedback on the proposed recommendations. Interactive boards were on display to give participants an opportunity to rank the proposed recommendations. Findings from this exercise are documented throughout the study's proposed solutions and strategies. Table A-2 identifies the outcomes of these questions, which helped guide the study's findings and final recommendations.



July 11th, 2016: Public Open House

Broadening our Understanding

Understanding the context of the study area is crucial in shaping the appropriate parking strategies and recommendations. This approach will also help balance the parking needs for all land uses. This section highlights the existing conditions from a land use and parking perspective.

Existing Land Uses

The study area is a well-established neighborhood with a mix of commercial, retail, and residential uses. The neighborhood has seen an increase in commercial activity, particularly restaurants. In general, this type of commercial activity generates parking demand during the evening hours. Other commercial uses include a variety of office, retail, and the Saint Paul Curling Club.

Future Land Uses

The study area is well-established and large scale redevelopments are not anticipated. However, the stakeholder interviews discovered two long-term redevelopment possibilities. The Saint Paul Curling Club and Blair Arcade may decide to expand or redevelop their surface parking lots. These initiatives may present future opportunities to add parking capacity (e.g., parking ramp), but should be viewed as a long-term vision.

Parking Reservoirs

The study area's parking reservoirs (off-street) are primarily small surface lots owned and operated by businesses and property owners. A number of these lots are shared between informal or formal agreements (see Figure 2). The largest parking reservoirs include the Blair Arcade, Saint Paul Curling Club, Happy Gnome, Cathedral of Saint Paul, and the YWCA. Large parking reservoirs are also located on the fringe of the study area at the Saint Paul College.

Residential parking is primarily served on-site. For example, apartment and condo buildings typically have onsite or proximate off-street parking. During the stakeholder interviews, it was determined these lots typically have a waiting list and do not meet the needs of all their tenants. Single-family residential units typically have one or two stall garages for off-street parking. The existing conditions analysis also identified a surface lot (approximately 60 spaces) that is being leased to residents in a nearby apartment complex. This lot is privately held and may be used by the property owner for residential or patron parking.

Overall, the City does not own or operate any off-street parking facilities within the area. Off-street parking is privately owned. As such, it is not always easy to identify which lots are available for patron parking.



Evening Uses and Shared Parking Agreements

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On-Street Parking

On-street parking (see Figure 3) is the only municipally owned parking in the area (approximately 650 to 700 spaces). The availability of on-street parking provides patrons the ability to park in one location and access multiple destinations. This type of parking is a valuable asset given the number of private parking lots that are not open to the public. The City of Saint Paul's Department of Public Works and Fire Department determines where on-street parking is allowed. The Saint Paul Police Department is responsible for enforcement of on-street parking restrictions. Parking on Selby Avenue is predominantly restricted by two-hour time limits. A residential parking permit program is also in place near the Saint Paul College (Parking Permit Area #28). This program limits on-street parking to only permit holders (residents) in particular areas (along Marshal Street) on the weekdays. On-street parking is enforced by the City of Saint Paul's Parking Enforcement.

This dense urban area was historically served by horse drawn wagons and later by streetcars. As such, the development pattern was not built to accommodate the automobile, and with the prevalence of personal autos there are inherent challenges in on- and off-street parking. For example, a typical roadway section parallel to Selby Avenue is 32 feet (see Figure 3). Industry standards (e.g., Access Minneapolis Design Guidelines, Institute of Transportation Engineers, AASHTO Green Book, and International Fire Code) and best practices for design guidelines suggest 34 to 36 feet to accommodate dual sided parking (see Table 3). As in older urban neighborhoods such as this, as well as citywide, there are differences in street widths. Concern about how these differences have been addressed were expressed on numerous occasions during the public engagement activities. This input was taken into consideration and further evaluated as part of the study's solutions and strategies.

Field observations noted on-street parking spaces along Selby Avenue are not being maximized to their fullest potential. A successful commercial corridor and mixed-use area such as this would benefit from parking management strategies to more efficiently use the current parking supply, to better serve the variety of users of the Selby-Western area. Pavement markings or striping are not provided along the corridor. These types of treatments can help facilitate better parking habits by indicating to the driver where the designated parking space is located. This approach can help maximize and manage the on-street parking supply. However, some of the challenges with this strategy includes ongoing maintenance and stronger parking enforcement. It can also be challenging to enforce in environments that experience regular snow events. Regular snow removal and deicing is needed to ensure pavement markings are visible during winter months, which adds to increased operations and maintenance.



Selby-Western: On-Street Parking with Street Widths

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Existing Parking Utilization

To determine current usage patterns, a parking utilization survey was conducted on Thursday, April 14, 2016 and Saturday, June 11, 2016 at 9:00 a.m., 1:00 p.m., and 6:00 p.m. These times represent the morning (9:00 a.m.), afternoon (1:00 p.m.), and the evening (6:00 p.m.) peak periods. The utilization survey was completed for all on-street areas immediately adjacent to Selby Avenue and the larger off-street parking lots within the study area. Results from the utilization survey are presented in Figures 4 - 9.

Data Collection

It is important to recognize the parking utilization survey is a "snap-shot" in time. Findings from the utilization survey mirrored the parking issues articulated by residents and businesses.

Utilization Survey Findings

General observations from the utilization survey indicate high utilization rates for on-street parking. In particular, the study area is experiencing high utilization rates during the evening peak hours, which reflects the overlap of residents returning home and visitors and patrons arriving in the area. This is true for both the on and off-street parking reservoirs.

The utilization counts are summarized into three zones (see Figure 10) to capture existing conditions. Below is a summary of utilization survey findings by zone.

Zone 1

Zone 1 primarily serves the residential neighborhood to the north of Selby Avenue. Zone 1 provides dual sided parking along the east-west corridors (i.e., Marshall and Dayton Avenue). These corridors are operating at normal utilization (below 85 percent, which indicates that there is available parking spaces) during the morning and afternoon hours. However, Zone 1 experiences heavy utilization during the evening hours (above 85 percent). The large off-street parking lots are primarily dedicated for residential use. These parking facilities were not included as part of the utilization counts. Field observations noted these lots to be operating at average capacity. On-street parking in the western portion of Zone 1 is underutilized.

Zone 2

Zone 2 captures the commercial on and off-street parking along Selby Avenue. This zone experiences the heaviest utilization, regardless of the time of day. This finding is closely linked to the on-street parking supply that provides door-to-door service for the number of commercial and office uses located along the corridor. The number of restaurants located along the corridor also contribute to the heavy on-street utilization during the evening hours. Both on and off-street parking facilities are reaching or exceeding the 85 percent utilization threshold during the weekday and weekend. However, there is still some capacity during these peak periods to accommodate parking needs. Most of this capacity is on the north-south streets and west of Mackubin Street.

Zone 3

Zone 3 serves the residential neighborhood to the south of Selby Avenue. The east-west corridors (i.e., Laurel and Ashland Avenue) only provide parking on one side of the street. Residents throughout the area have expressed concerns regarding the conversion of these streets to two-side

parking, specifically in regards to for emergency service vehicle access. The other concern expressed the desire for two-sided parking to be consistent with Zone 1 and to provide additional parking capacity for the area. These issues have been explored in more detail on page 16.

In general, on-street parking in Zone 3 is underutilized during the morning and afternoon hours. On-street parking is experiencing heavy utilization during the evening hours during the weekday and weekend. On-street utilization drops west of Arundel Street

Overall, findings from the utilization survey indicate that while evening hours are experiencing heavy on and off-street parking utilization there is still parking available, which is further supported by turnover of spaces. This heavy demand is associated with particular land uses (e.g., restaurants) that generate a large parking demand during peak periods (e.g., 5 p.m. to 9 p.m.). Thus, the parking reservoirs need to accommodate multiple users (e.g., patrons, employees, and valets). This peak demand has added additional pressure to the on-street parking supply, which is also needs to accommodate multiple users (residents, visitors, patrons and employees.)

This finding mirrors similar commercial/neighborhood environments in regards to utilization. Many neighborhoods with similar land use patterns throughout the Twin Cities (e.g., Uptown and Dinkytown in Minneapolis, Grand Avenue in Saint Paul, and 50th & France in Edina) experience similar conditions.

The utilization counts for this study also demonstrated some capacity to absorb parking needs in the western portion of the study area. Today, the study area's heavy parking utilization is localized at the Selby Avenue/Western Avenue intersection. This particular area has a stronger concentration of restaurants and businesses, which generate a larger parking demand during the evening hours. In that respect, "front-door" parking may not be relatively available. In urban environments, such as the Selby-Western area may require patrons to walk a few blocks to reach their final destination. Research has shown the appropriate walking distance in an urban environment between destinations is quarter mile. A quarter mile in the Selby-Western neighborhood is approximately two blocks.

General Findings

General themes emerged from the existing conditions analysis, public process, stakeholder interviews, and utilization counts. These themes and findings include:

- The neighborhood continues to see success of established and new businesses.
- Businesses are entering into informal and formal shared parking agreements.
- There is available supply throughout the day, with an increase in demand in the evening hours.
- On-street parking is not being fully maximized along Selby Avenue with the absence of demarcated spaces (either through striping or metered spaces.)
- Employees and valets parking are utilizing on-street parking and competing with residential uses.
- There are no known redevelopment efforts or large scale development proposals. Future land uses will likely occur in the switching of tenants and new leases.
- The location of on-street parking (one-sided versus two-sided) when compared to roadway widths is not consistent compared to precedent examples in the area.





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1MID

Weekday Afternoon Parking Average of Total Parking Spaces Used (12:00 PM - 1:00 PM)

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Weekend Afternoon Parking Average of Total Parking Spaces Used (12:00 PM-1:00 PM)

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Weekend Evening Parking Average of Total Parking Spaces Used (6:00 PM-7:00 PM)

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Selby-Western Parking Zones

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Precedent Examples & Strategies

There are precedent examples on how to manage parking in an urban environment similar to the Selby-Western area. This section highlights a number of strategies that have been used by other urban areas. The strategies presented throughout this section can be viewed as a "menu of options" to help facilitate parking discussions throughout Saint Paul. This list also served as a framework for shaping specific strategies and recommendations for the Selby-Western area. The strategies fall into three categories:

- District Parking Approach
- Travel Demand Management (TDM) Strategies
- Parking Requirements & Guidelines

District Parking Approach

District parking allows all users (vehicles) within a geographical area to utilize parking reservoirs. There are several different approaches (e.g., enterprise funds, development authority, and public/private partnerships) to implementing a district-wide parking model. Metro Transit recently issued a framework (Towerside Innovation District Parking Framework: June 2016) that distinguishes these various models. This framework can serve as a guide for the Selby-Western area. Elements from the various models that are applicable to the study area are discussed below.

Overlay District

An overlay district is a modified form of conventional zoning designed to provide additional requirements over one (or more) existing zoning districts. The intent is to establish unique requirements that address a particular challenge within a specified geographic area. It consists of area boundaries and text specifying the requirements that augment those of an underlying district. The general benefits of an overlay district are as follows:

- Maintain underlying zoning, while addressing the particular needs of a specific area.
- Modify coverage area (boundaries) and requirements as conditions on the ground dictate.
- Help to achieve localized goals and objectives.

An overlay district can be designed to specifically address on and off-street parking issues created by heavy utilization. Typically, the intent of a parking overlay district is to address the following:

- Manages parking utilization and low turnover rates
- Addresses parking spillover from businesses into adjacent neighborhoods
- Implements residential parking permit districts
- Enforces or encourages Travel Demand Management (TDM) strategies
- Enforces and implements parking management plans for businesses of a certain magnitude
- Determines specific parking requirements (typically reductions) for new developments
- Sets the stage for Parking Improvement Districts (PID) or Parking Benefit Districts (PBD)

Saint Paul and Minneapolis, Minnesota: both communities serve as precedent examples that use overlay districts.

Parking Benefit District

Parking Improvement District (PID) or Parking Benefit District (PBD) can generate revenue (e.g., parking meters or parking permits) specifically for parking projects, the latter of which, can also provide funding for streetscape improvements, multimodal infrastructure, and travel demand management strategies. In essence, the revenue stays within the district for local improvements.

Precedent Example:

• San Diego, CA: The City operates several Community Parking Districts (CPD) to address the parking needs of commercial districts and residential neighborhoods. The CPDs receive revenue from on-street meters, permits, valets, parking facilities and in-lieu fees.

In-Lieu Fees

In-lieu fees allow developers to exceed minimum parking requirements by paying a fee to local government, which can then be used to towards parking management strategies, such as the construction of shared parking facilities.

Precedent Example:

- Vancouver, BC: Developers pay an in-lieu fee that is equal to the cost of a space in structured parking minus the estimated revenue, so that developers are not subsidizing the city.
- Seattle, WA: Developers pay an in-lieu fee to finance a shared parking structure within a designated area. If the funds are not used within six years of the issuance of the certificate of occupancy, the city may choose to use the funds toward TDM efforts that reduce vehicle trips.

Shared Parking

Shared parking is a single facility shared among several sites or uses. This type of parking is best suited for neighboring uses that have different peak parking periods, but are also useful for consolidating parking for increased efficiency regardless of alternating peaks.

Precedent Example:

- Arlington County, VA: Sites that are over 20,000 square feet in land area and located within 0.75 miles of each other may opt for shared parking through a legally binding agreement.
- Portland, OR: Two or more uses on the same or separate sites can opt for shared parking if each use occurs at different peak times. A legally binding agreement is required for shared parking.
- Saint Paul, MN: Allows the use of existing paved parking lots of churches, colleges, universities, schools and seminaries by permitted business uses in nearby business districts.

Travel Demand Management Strategies

Research has shown that Travel Demand Management (TDM) strategies are a useful technique in helping alleviate parking demands in a geographical area. TDM strategies are applied to help reduce the number of single occupancy vehicles traveling and parking in a certain area. Examples of TDM strategies are listed below and are considered as part of the study's recommendations.

Bicycle Amenities

Actively promoting bicycling as an alternative means of travel to and from a destination can be achieved through information dissemination and the provision of bicycle storage facilities and adding bicycle lanes. These actions can help decrease the demand for vehicle parking.

Precedent Example:

- Richfield, MN: Richfield requires new developments to include bicycle racks as part of their parking management plan.
- Minneapolis, MN: Enclosed parking is required for multi-family dwellings and nonresidential uses are required to provide enclosed parking or a bicycle rack outdoors, depending on the use.
- Portland, OR: There are short-term and long-term bicycle parking requirements. Some districts require uses to provide shower and changing facilities for bicyclists.
- Saint Paul, MN: Off-street parking facilities must provide a minimum of one secure bicycle parking space for every 20 motor vehicle spaces; at least one secure bicycle parking space shall be provided for an off-street facility with 12 or more motor vehicle spaces.

Car Sharing Provisions

Car sharing programs provide mobility options to a cross section of residents who would not otherwise have access to a vehicle. These programs encourage the efficient use of a single vehicle among multiple users, while reducing the amount parking needed to accommodate each resident within a neighborhood. Zoning language can encourage or require new developments of a certain size to include off-street parking provisions for car sharing programs.

Precedent Example:

• Vancouver, BC: Parking requirements are reduced if the developer designates parking spaces for car share vehicles.

Discounted Transit Passes

Discounted transit passes may incentivize individuals to forgo car ownership when alternative modes, such as transit or car sharing are readily accessible. These programs can be tailored for individuals living in dense areas with high levels of accessibility (to transit) and connectivity (e.g., sidewalks and trails). Reducing the level of car ownership in a district can increase the availability of on-street parking.

Precedent Example:

• Hoboken, NJ: Residents surrendering their residential parking permit are entitled to a free six month pass for the city shuttle, credit towards the City's own car share program, free permit placard for rental vehicles, and a number of other free and discounted goods and services.

Travel Demand Management Plans (TDMP)

A TDMP outline measures to mitigate parking demand as part of the development permit process, which can result in innovative solutions that are tailored to the specific needs of a neighborhood or district. These types of plans may require specific strategies for reducing single-occupancy vehicle (SOV) trips and promoting alternative modes of transportation.

Precedent Example:

• Saint Paul, MN, Minneapolis, MN and Portland, OR: Each city has a review process that requires developers to submit reports detailing specific transportation demand management plans.

Parking Requirements & Guidelines

Off-street parking requirements are typically enforced at a policy level (e.g., city code or zoning requirements). For example, developers are required to provide a certain number of off-street parking spaces to accommodate their development's uses (e.g., housing type or commercial use) and size (e.g., number of square feet or units). On-street parking is sometimes factored into these equations. However, on-street parking is driven by design guidelines or standards set by the roadway agency (e.g., city, county or state). Example of these types of parking requirements and design guidelines are as follows:

Maximum Parking Requirements

Maximum parking requirements limit the number of parking spaces, which varies depending on the type of land use and development. Many local governments have adjusted their parking requirements by implementing maximums, sometimes in place of minimums. This approach helps ensure an area is not overbuilding their parking supply. The purpose is to promote compact developments and higher end uses, while supporting alternative modes of transportation. Maximums can also be applied to a specific area through the creation of an overlay district.

Precedent Example:

• Saint Paul and Minneapolis, MN: Maximums are in places for all uses outside the central business district (CBD), except for residential.

Flexible Parking Requirements

Minimum parking requirements require developers to provide a specified number of spaces depending on the intensity and the use of the development. If appropriately set, flexible minimums can reduce the likelihood of parking spillover affecting adjacent residential neighborhoods.

Precedent Example:

- San Diego, CA: Municipal code permits reduced minimum parking requirements based on locational factors, such as designated transit areas or demographic factors (e.g., low income areas). In both cases, the flexible requirements are 85 percent the minimums elsewhere.
- New York, NY: Reduced parking requirements are permitted for public or publicly subsidized housing and non-profit housing for the elderly.

Parking Caps

Parking caps limit the number of private parking spaces in new developments to one space per unit as a method for reducing reliance on cars, especially single-occupancy vehicle (SOV) trips among

households with two or more people. Parking caps are most suitable in densely populated areas with a high accessibility to goods and services, various activities, and local amenities. Capping can also be applied at the district level based on land uses and the intensity of those uses.

Precedent Example:

• Portland, OR: The City has a parking "lid" policy that caps the total amount of parking on a district-wide basis. The City sees this policy as a way to increase densities and to create compact walkable neighborhoods.

Residential Parking Permits

Parking permits are required to park in a designated area to ensure adequate on-street parking for local residents. Residents are either entitled to a limited number of permits at no cost or for a nominal fee, which may also include visitor permits. The same policy may be applied to adjacent businesses. Permitting can also be designed to address spillover into residential areas if a business exceeds a certain number of employees, then the company or employee are required to purchase a parking permit. If the business provides a valet service, they are responsible for purchasing a number of valet permits to park vehicles in adjacent residential neighborhoods. A permit of this nature is typically more than the annual permit fee for a residential permit.

Precedent Example:

- Saint Paul, MN: Area 28 within the Selby-Western Study Area limits annual permits to four vehicles and two visitor permits per household. No permits are available to owners or employees of commercial buildings/businesses.
- Boulder, CO: Annual permits can be purchased by commuters and visitors to allow parking in Residential Parking Permit Zones.
- Milwaukee, WI: Permits are made available for night employees if off-street parking is not provided at their place of employment.

Design Standards and Guidelines

Design standards and guidelines are used to determine when a roadway can accommodate on-street parking. In order to provide on-street parking, a roadway must have an adequate amount of room (e.g., street width or right-of-way) to accommodate travel lanes, parking lanes and curbs. Design standards and guidelines also take into consideration a roadway's facility type (e.g., two lanes vs. four lanes) to ensure it maintains its mobility and safety. Safety is particularly important to consider from an emergency services perspective. Roadways should be free of obstructions (e.g., parked cars) by providing adequate drive lanes for emergency service vehicles (e.g., fire trucks) to access buildings from the street. Creating obstacles for emergency vehicles can present negative outcomes when reaching people in need. Various design standards and guidelines were explored as part of the study's solutions and strategies. The precedent examples used for this evaluation are listed below.

Precedent Example:

- Saint Paul Street Design Manual (2016)
- Access Minneapolis Design Guidelines (2008)

- Minnesota State-Aid Standards
- 2015 Minnesota Fire Code
- International Fire Code

Solutions & Strategies

The recommended solutions and strategies are aimed at helping manage current and future parking demand, while setting the stage for long-term parking initiatives to reduce the need for single-use surface parking. The solutions and strategies presented in the previous section should also serve as a menu of options for the City's consideration. The study's specific solutions and strategies were placed into three categories to define the different levels of implementation:

- Interim Solutions The interim solutions represent low-cost/high benefit solutions in reducing today's parking demand. In some cases, the proposed strategies are not feasible or supported by the public. Findings from this evaluation are documented throughout this section.
- Ongoing Activities This category represents solutions and strategies that require ongoing activities to help reduce parking demand. These require day-to-day monitoring and ongoing collaboration with the neighborhood. Examples include TDM strategies.
- Future Exploration Potential solutions and strategies were discovered that will require future exploration. Continued coordination and collaboration between the City and neighborhood is needed to determine the feasibility of these options, which could not be explored as part these efforts.

Interim Solution

There are a number of ways on-street parking can be addressed to better accommodate residential and commercial uses throughout the study area.

Solution #1: On-Street Parking Design Standards and Guidelines

A series of design standards and guidelines (see Table 3) were compared against the study area's roadway widths (see Figure 3). The precedent examples range from local standards to national (AASHTO) examples. The purpose of this exercise was to

Solution #1: Recommendation

Maintain and manage the current onstreet parking supply.

73% of those who participated agreed with the recommendation.

determine if there are any opportunities to provide additional on-street parking. As noted, the public process also expressed a desire to develop consistent guidelines for determining when on-street parking is allowed on one-side versus two-sides.

This analysis determined the roadway widths are constrained and do not offer any opportunities to expand the on-street parking supply. The study also recognizes the inconsistencies where dual-sided parking is allowed. For example, Arundel Street has the same width (32 feet) as Laurel Avenue; however, Arundel Street provides dual-sided parking and Laurel Avenue is restricted to one-sided parking. Applying any one of the design standards or guidelines to be consistent would result in a significant loss of on-street parking. It is also important to recognize that creating dual-sided parking that is not consistent with design standards and guidelines can create unsafe conditions for emergency services and degrade traffic mobility and access, which can create potential liability concerns. At this time, it is recommended the current on-street parking locations are managed and monitored.

Table 3. Minimum Street Widths for Parking

Minimum Street Widths for Parking: Curb to Curb (with Two Thru-Lanes)							
	Arterial Streets		Collector Streets		Local Streets		
Design Standards (Precedent Examples)	(Selby Avenue		(Western Avenue)				
	and Dale Street)						
	One Sided Parking ¹	Two Sided Parking	One Sided Parking ¹	Two Sided Parking	One Sided Parking ¹	Two Sided Parking	
Saint Paul Street Design Manual (draft March 2016)	34'	42'	32'	38'	31'	36'	
Access Minneapolis Design Guidelines (2008)	32'	38'	32'	36'	32'	36'	
Minnesota State-Aid Standards ²	32'	42'	32'	38'	32'	38'	
Industry Standards Example A (ITE) ³	29'	34'	29'	34'	29'	34'	
Industry Standards Example B (AASHTO Green Book)	31'	36′	27′	34'	27'	34'	
2015 Minnesota Fire Code ⁴	36'	42'	31'	40'	31'	40'	
International Fire Code ⁵	29'	34'	29'	34'	29'	34'	

¹ Includes a two-foot curb reaction.

² Minnesota State-Aid Standards are currently under Legislative Review. Proposed revisions will likely reflect AASHTO guidelines. These represent current standards.

³ Institute of Transportation Engineers (ITE) Recommended Practices - Designing Walkable Urban Thoroughfares: A Context Sensitive Approach

⁴ Fire apparatus access roads shall have an unobstructed width of not less than 26' (e.g., 13' thru lanes)

⁵ Fire apparatus access roads shall have an unobstructed width of not less than 20' (e.g., 10' thru lanes)

Solution #2: On-Street Striping

Providing on-street parking stripes or markings along Selby Avenue would help maximize the available parking supply. Today, vehicles are taking more than one on-street parking space along Selby Avenue. Adding stripes to the street would demonstrate where vehicles can park, how much space a single vehicle should take, and create a more defined line where no parking restrictions are present. The

Solution #2: Recommendation

Provide on-street parking stripes or markings along Selby Avenue to help maximize the number of available parking spaces.

77% of those who participated agreed with the recommendation.

benefits and challenges of this strategy are noted on page 8. Based on these findings, this strategy may not be feasible given the number of winter months Minnesota experience. This strategy would require a larger maintenance and operations budget for the corridor to ensure pavement markings are visible during the winter months.

Solution #3: Shared Parking

Supporting and fostering shared parking opportunities is a critical step in helping reduce on-street parking demand. Shared parking is a simple concept of utilizing parking facilities jointly among different businesses or uses in an area that takes advantage of different peak parking characteristics. For example, the study area is comprised of a number of restaurants that typically see a high parking demand during the evening hours versus office space during the day. A number of these examples exist today and are depicted in Figure 5. However, there are more opportunities that can be embraced. This was expressed throughout the public process by exploring potential shared parking opportunities with the Saint Paul College and YWCA.

The City does have a shared parking provision for off-street parking requirements which allows a reduction in the total number of require parking spaces for two or more uses, provided the respective hours of peak operation do not overall. The City can help facilitate many of these shared parking agreements by promoting the existing off-street shared parking program. This program can help monitor the current shared parking agreements and their effectiveness, in addition to seeking areas where additional shared parking is needed and opportunities for potential locations. Other opportunities may include the Cathedral of Saint Paul, the Northern Star Council Boy Scouts of America, and vacant parcel in the Southeast quadrant of Dale Street and Kent Street (see Figure 5).

The study was able to determine two new shared parking opportunities, which are highlighted as Solution #3A and #3B.

Solution #3A: Shared Parking (YWCA & Moscow on the Hill)

The YWCA has available parking during the evening hours when many other commercial uses (e.g., residents) are seeing higher demand for parking. As good stewards of the neighborhood, the YWCA

Solution #3A: Recommendation

Utilize the YWCA parking lot for Shared Parking Opportunities.

92% of those who participated agreed with the recommendation.

has agreed to launch a shared parking pilot project with Moscow on the Hill during the evening hours. This finding was discovered as part of the stakeholder interviews.

The YWCA intends to use the pilot project as an opportunity to determine the logistics of opening their lot for public use. As part of this process, the YWCA will determine if there is additional capacity in their lot to accommodate other businesses during the evening hours. The City should monitor the success of this partnership and work with the YWCA to determine the feasibility of using their parking lot for other businesses.

Solution #3B: Shared Parking

(Saint Paul College)

Saint Paul College is exploring the feasibility to open their surface parking lots/ramps for public use (see Figure 11)

Solution #3B: Recommendation

Utilize Saint Paul College's parking lot(s) for Shared Parking Opportunities.

91% of those who participated agreed with the recommendation.

during the evening hours. The City should work with the businesses and the college to target this opportunity for employee and valet parking needs. Currently, employees account for a large number of vehicles parking throughout the neighborhood, contributing to the heavy evening utilization. Creating an off-site location will help accommodate their parking needs and reduce the demand for on-street parking in the neighborhoods.

The College is proceeding with a feasibility study to determine the logistics (e.g., cost and management) of opening their lot to the public. Continued coordination between the City and College is needed to ensure this shared parking solution is implemented in the near-term.

Ongoing Solutions

Ongoing activities are solutions and strategies that require continuing efforts to reduce parking demand. These require day-to-day monitoring and ongoing implementation.

Solution #4: Travel Demand Management (TDM) Strategies

The City of Saint Paul should continue to promote TDM strategies for local businesses throughout the study area. Promoting other modes of transportation can reduce the parking demand, while improving the quality of life and prosperity of the neighborhood. TDM strategies include, but are not limited to: alternative transportation modes (e.g., biking, walking, and transit), car share programs (e.g., Car2Go), and pedestrian improvements (e.g., streetscape elements).

Examples of TDM strategies identified as part of the public process are listed below and should be considered as part of future policy decisions:

- Support and Promote Bicycling and Walking as Alternatives
 - Actively promote biking and walking as alternative means of travel to and from the area, primarily through information dissemination and the provision of bicycle storage facilities and adding bicycle lanes. These actions can help decrease the demand for vehicle parking.
- Support and Promote Car and Vanpooling
 - Promote car and vanpooling as alternative means of commuting amongst workers, primarily through information disseminations.
- Travel Demand Management Plans (TDMPs)
 - The City of Saint Paul should work with new developments or tenants that pose peak parking demands during the evening hours (e.g., restaurants). Current requirements are for (re)developments requiring more than 100 parking spaces; or, change in use resulting in a 25 percent increase or 50 additional spaces, whichever is less, and requiring more than 100 parking spaces. Under current requirements, limited businesses are expected to complete a TDM plan. By changing these requirements, both new developments and redevelopments will have to create, think about, and implement TDM strategies, decreasing the number of vehicles throughout the study area and promoting alternative modes of transportation.

Solution #5: On-street Parking Enforcement

On-street parking enforcement should be more aggressive to help increase turnover rates. The City of Saint Paul will support ongoing parking enforcement in the area. Expanding parking enforcement will need to align with the available resources and budget.



Future Exploration

Potential solutions and strategies were discovered that will require future exploration. Continued coordination and collaboration between the City and neighborhood is needed to determine the feasibility of these options, which could not be explored as part these efforts.

Solution #6: Residential Parking Permit

The City of Saint Paul is evaluating its current Residential Parking Permit Program (anticipated completion, early 2017) from a policy, enforcement and administration perspective. The study will explore the

Solution #6: Recommendation

Evaluate the feasibility of implementing a Residential Parking Permit Program.

46% of those who participated agreed with the recommendation.

feasibility of implementing a residential parking permit program in the area. This study should be used as a resource for future discussions regarding this strategy. Benefits and characteristics associated with a residential parking permit district include:

- Can address spillover problems in nearby commercial areas, but should accommodate non-residential users as much as possible
- Help preserve on-street parking for residents and their visitors
- Comes with a cost to the resident or home owner
- Does not guarantee a space or "front-door" parking
- On-street parking is a community amenity for all and is owned by the city

Solution #7: Metered Parking

Metered parking is an opportunity to help manage on-street parking along Selby Avenue. The benefits of metered parking help increase turnover rates and produce fees for reinvesting back into the neighborhood. Metered parking as a

Solution #7: Recommendation

Metered parking should not be pursued at this time along Selby Avenue.

72% of those who participated did not agree with the recommendation.

management tool was not supported by the businesses and residents that participated in the public input opportunities. The trade-offs of metered parking should continue to be explored and evaluated for the Selby-Western area.

Solution #8: Form a Business Association

Managing the study area's parking will require continued coordination and collaboration amongst the City, businesses, and residents. It is suggested the business form a Businesses Association. Forming a Businesses Association will foster stronger coordination and collaboration amongst businesses and its neighbors.

A formalized Businesses Association could begin by focusing on the parking strategies recommended throughout this report. This would include the promotion of TDM strategies and finding additional shared parking opportunities between businesses. More importantly, the Businesses Association can help set the stage in moving towards a parking

improvement district or parking overlay district (see pages 19 and 20 for more information on these strategies).

Solution #9: One-Way Pairs

Solution #1: On-Street Parking Design Standards and Guidelines, determined the roadway widths are constrained and do not offer any opportunities to expand the on-street parking supply. Furthermore, applying any one of the design standards or guidelines to be consistent would result in a significant loss of on-street parking.

Converting a roadway to a one-way pair will provide some flexibility in expanding the onstreet parking supply. A one-way pair road network is a pair of parallel one-way streets that carry opposite directions of traffic flow. In theory, enough roadway width/right-of-way would be available (see Table 3) to accommodate drive lanes and dual sided parking, while maintaining enough access for emergency service vehicles. However, this option would require a detailed traffic analysis report to determine impacts on circulation, mobility, and safety.

Furthermore, converting a roadway to a one-way pair to accommodate dual-sided parking is not a common practice or policy used by the City of Saint Paul. This strategy also presents a number of challenges for emergency service vehicles.

Solution #10: Parking Ramp

Long-term development initiatives were expressed as part of the public engagement process (e.g., the Saint Paul Curling Club and Blair Arcade) that may present opportunities to integrate a parking structure. However, keeping in mind these are long-term initiatives with no timeframe. When a larger redevelopment opportunity present itself, the City should work with the property owner or developer to determine the need and feasibly of integrating a parking structure into a development. This could provide a larger parking reservoir for the area.

Redevelopment will likely be driven by the private sector. If and when that time comes, the City should explore innovative funding mechanisms to assist with this effort. Potential options include the strategies outlined in the "Precedent Examples and Strategies" section (e.g., In-Lieu Fees or Parking Benefit Districts).

Solution #11: Roadway Reconstruction

Over time, the roadways within the neighborhood may require reconstruction. Reconstructing a road may present opportunities to widen the road and align with design standards (see page 24) to accommodate dual sided parking. However, the neighborhood is fully built out and this approach would likely have significant right-of-way impacts to private property owners. At this time, there are no roads programmed for reconstruction. This strategy should be viewed as a talking point if those opportunities present themselves in the future.

Conclusion

Based on feedback from public input opportunities, there is interest in pursuing shared parking opportunities throughout the Selby-Western Commercial Area. The current partnership between Moscow on the Hill and YWCA will act as a pilot project for future shared parking opportunities. These future opportunities have the potential to include the YWCA lot for other businesses (in addition to Moscow on the Hill), as well as Saint Paul College's available parking lot(s). Saint Paul College is open to the idea of sharing their parking facilities during non-academic peak hours (e.g., evening and weekends) to help better serve the parking strain throughout the commercial area. Coordinating shared parking facilities will depend on property owners' willingness to enter into a shared parking agreement. Items that need to be addressed in a shared parking agreement include:

- Logistics
- Maintenance
- Utilities and Taxes

- Enforcement
- Legality
- Liability

This study has explored various approaches to addressing the parking demands created by an overlap of commercial and residential uses (during evening hours) and the constraints it has placed on the on-street parking supply on residential blocks. The Selby-Western Commercial Area can address this pressure by supporting and assisting in implementation of the shared parking strategies. Local businesses should also explore a formalized association begins to focus on the study's parking solutions. The Business Association can also serve as a champion in helping find additional shared parking opportunities between each other. Furthermore, the Business Association can help find opportunities to promote TDM strategies to continue to support the economic health and vitality of the area.

Appendix A – Open House Survey Results

Table A-1. Survey Responses

Selby-Western Commercial Area Parking Study

Community Questionnaire (July 11 Open House Results and July 12 - August 9 Open Saint Paul Results)

1. I best represent the Selby-Western area as a	Resident	Business Owner/Tenant	Employee	Student	Property Owner/Developer	Other	
	72%	15%	2%	0%	10%	1%	
2. My primary mode of transportation is by	car	transit	bike	walking	other (please specify)		
	74%	2%	1%	22%	1%		_
3. When I drive to the Selby-Western area, I primarily park my car	at a residential garage	at an underground or covered parking garage	at a surface parking lot	on the street	I do not drive a car	Other	
	33%	2%	17%	35%	6%	8%	
4. It is the most difficult to find parking during	morning weekday (8AM-11AM)	morning weekend (8AM-11AM)	afternoon weekday (12PM-4PM)	afternoon weekend (12PM-4PM)	evening weekday (5PM-8PM)	evening weekend (5PM-8PM)	parking is not difficult to find
	3%	2%	1%	2%	45%	28%	20%
The Selby-Western area is a vibrant and prosperous neighborhood.	strongly disagree	disagree	neutral	agree	strongly agree		
	0%	0%	2%	74%	23%		
6. Parking is important to the success of Selby-Western businesses.	strongly disagree	disagree	neutral	agree	strongly agree		
	0%	2%	25%	38%	35%		
7. On-Street parking has become an issue in the residential neighborhoods.	strongly disagree	disagree	neutral	agree	strongly agree		
	5%	8%	18%	24%	45%		
8. There is enough parking for businesses and customers.	strongly disagree	disagree	neutral	agree	strongly agree		
	22%	32%	25%	20%	1%		
9. There is enough parking for Selby-Western employees.	strongly disagree	disagree	neutral	agree	strongly agree		
	19%	33%	34%	12%	1%		
10. The Selby-Western neighborhood should better accommodate other modes of transportation, including bikes, pedestrians, and buses	strongly disagree	disagree	neutral	agree	strongly agree		
	9%	8%	18%	21%	45%		
11. It is easy to understand the parking restrictions in the Selby-Western area.	strongly disagree	disagree	neutral	agree	strongly agree		
	16%	12%	12%	51%	10%		
12. I would support metered parking on Selby Avenue.	strongly disagree	disagree	neutral	agree	strongly agree		
	52%	19%	6%	12%	11%		
13. I would support paid parking lots to serve the commercial area.	strongly disagree	disagree	neutral	agree	strongly agree		
	7%	9%	6%	30%	48%		
14. Stronger parking enforcement needs to occur in the Selby-Western area.	strongly disagree	disagree	neutral	agree	strongly agree	1	
	3%	25%	29%	17%	25%		
15. Two hour parking for on street parking is an adequate amount of time for Selby Avenue.	strongly disagree	disagree	neutral	agree	strongly agree	1	
	7%	8%	20%	52%	13%		

General Findings: - The majority of participants were residents. - On-street parking is a concern for residents.

Participants are not in favor of metered parking. However, participants are in favor of paid parking lots.
 Parking is difficult to find during the evening hours Monday - Sunday.
 There is various perceptions on the amount of parking available to meet everyone's needs - too much or too little.

Table A-2. Survey Responses

Selby-Western Commercial Area Parking Study

Community Questionnaire

October 18 Open House Results and October 20 - October 31 Open Saint Paul Results December 15 Open House Results and December 15 - December 23 Open Saint Paul Results

27 Total Respondents 80 53 Total Respondents

Total Respondents

1. Selby Avenue should be striped	strongly disagree	disagree	neutral	agree	strongly agree	
	8%	0%	13%	28%	49%	
2. Metered parking should NOT be implemented	strongly disagree	disagree	neutral	agree	strongly agree	
	13%	6%	8%	14%	58%	
3. Maintain today's on-street parking conditions	strongly disagree	disagree	neutral	agree	strongly agree	
	11%	11%	4%	23%	50%	
4. Impement a residential parking permit district	strongly disagree	disagree	neutral	agree	strongly agree	
	20%	11%	23%	18%	28%	
5. Use Saint Paul College's lot for employee/valet parking	strongly disagree	disagree	neutral	agree	strongly agree	
	3%	3%	5%	23%	68%	
6. Use the YWCA's parking lot for evening use	strongly disagree	disagree	neutral	agree	strongly agree	
	3%	1%	4%	23%	69%	
7. General Parking Strategies (top two priorities).	Provide bike parking throughout the neighborhood.	Implement safer pedestrian crossings along Selby Avenue.	Promote transit by offering incentives to employees.	Enhance car sharing programs for neighbors / businesses.	New businesses must develop strategies to reduce parking.	Create a parking committee to implement study's conclusions.
	21%	40%	34%	13%	53%	48%

General Findings:

- The majority of participants agree with the current recommendations.

- Implementation of meters is a conern for participants (i.e., support NOT implementing meters).

- 50% of participants are in favor of maintaining current on-street parking conditions.

- Participants are in favor of shared parking opportunities amongst busniesses throughout the area.

- Participants would like to see a parking committee and require new businesses to develop strategies to reduce parking.