

Final Report

East Side Neighborhood Development Company

Payne Avenue Corridor Parking Study



November 2, 2009

FINAL REPORT
EAST SIDE NEIGHBORHOOD DEVELOPMENT COMPANY
PAYNE AVENUE CORRIDOR
PARKING STUDY

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Introduction

Purpose

This report documents findings from a study that was commissioned by the East Side Neighborhood Development Company (ESNDC), a community development corporation located on Payne Avenue in St. Paul, Minnesota. The study was conducted to inventory and analyze parking characteristics and conditions along Payne Avenue, between Maryland Avenue and East 7th Street, and prepare recommendations that will provide ESNDC and property/business owners approaches for:

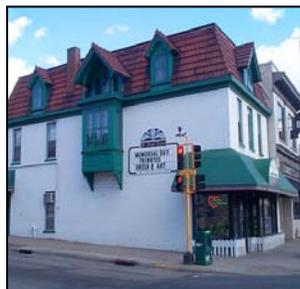
- Identifying parking issues
- Addressing parking immediate issues (i.e., quick fixes)
- Addressing larger parking issues as part of an overall redevelopment strategy
- Positioning the Payne Avenue corridor to better accommodate redevelopment and growth

Background and Setting

Payne Avenue, a north/south street, on the east side of St. Paul, is one of the city's traditional commercial corridors. Before popularization of the automobile and resulting residential and commercial development in what are now developed suburban communities, businesses along Payne Avenue were within walking distance for nearby residents and provided residents and regional shoppers all the services they needed. Businesses along the avenue included banks, pharmacies, clothing stores, grocery stores, jewelry stores, hardware stores, and specialty shops. As some residents left the old neighborhood in the 1960s and 70s, and suburban shopping malls were developed, the customer base for businesses along the avenue dwindled. By the 1980s, signs of disinvestment were beginning to dominate the streetscape.

A significant influx of new immigrants to St. Paul began in the early 1980s and has continued to be strong for the past 20 years. The new residents (from east Africa, southeast Asia, eastern Europe, and Central America), along with original residents who did not flee in the 1960s, 70s, and 80s, have been instrumental in Payne Avenue's recent revitalization. The ethnic-oriented businesses and gathering places new immigrants have developed (and the sheer "stick to it" nature of the original business owners) have brought new life and vitality to a street that was beginning to show signs of neglect. Some of the businesses developed by the new residents have been so successful, the owners are looking for opportunities to expand.

With this new growth have come issues, however. For one, the business owners are not able to expand their businesses without first meeting conditions codified in the City of St. Paul Zoning, Building, and Parking Codes. Most of the businesses are located in commercial buildings constructed in the late 19th Century and the early to mid 20th Century.



On the left, this ornate Victorian commercial building is located at 960 Payne Avenue and was constructed in 1886. On the right, this three-story commercial building was constructed in 1897. It is located at 987-989 Payne Avenue. There was no off-street parking requirement when these buildings, and many others on Payne Avenue, were constructed. Photos provided by Placeography.

Built before the City of Saint Paul's current Parking Code, the businesses along Payne Avenue were historically able to rely on the on-street parking supply. The current code

requires each building to supply its own off-street parking. The commercial buildings along Payne Avenue are permitted to exist, without the required supply of off-street parking, under a grandfather clause. Of concern to ESNDC and its membership is the city's requirement that when property changes hands or is improved, it must come into compliance with the current Parking Code.

Specifically addressed in this study is the need to provide off-street parking, per the current Parking Code, where there was no off-street parking requirement when the buildings were built.

Payne Avenue is an established corridor, and the commercial core between Lawson Avenue and Phalen Boulevard, is lined with one-, two-, and three-story commercial buildings, most of which are:

- brick and display an early to mid 20th Century style of architecture
- built up to the sidewalk with a “zero” setback
- fenestrated to allow visibility into and out from the stores
- without a parking lot

Providing off-street parking is problematic for ESNDC and its member businesses for several reasons. First, it is physically difficult to retrofit off-street parking into an established commercial core; even while there are a few locations along the corridor where buildings have been razed, leaving vacant parcels. The issue is whether the potential parking lot development sites are appropriate locations, given the distance between them and the businesses to be served.

The absence of (or lack of suitability of) available land is not the only physical constraint. The second issue is the corridor's block pattern, which, in many locations, does not include a continuous north/south alley that would run parallel to Payne Avenue, behind the commercial buildings. This constraint means that some of the commercial buildings would only have front door access to Payne Avenue and no reasonably clear access to the back sides of their buildings. Without a continuous alley, it would be difficult to access a rear parking lot that was for businesses at the mid-block, for example. Further, developing an access route could potentially require acquisition of residential properties that front on east/west cross streets and are adjacent to corner commercial buildings.

The third issue is the cost of developing a surface parking lot. Particularly in cases where an adjacent residential property would have to be acquired, the cost would be prohibitive for some of the businesses, particularly those that are owned by new immigrant entrepreneurs.



1903



1920



1953



2008

Nelson Brothers' Grocery Store, at 1020 Payne Avenue, is a cherished building on Payne Avenue. It has been home to many businesses since 1903 when it was constructed. Again, there was no off-street parking requirement when this building was constructed. Photos: provided by: Placeography.

Methodology

The parking study was conducted within a designated area that was defined as the Payne Avenue corridor (north/south along Payne Avenue itself and east/west along the cross streets.) The first step consisted of:

- field scoping to identify:
 - traffic circulation routes and traffic regulatory conditions that might bear on parking activities
 - locations of the parking supply
 - physical conditions of the parking lots
- an inventory of the parking supply, including public and private, off-street parking stalls and on-street parking spaces.

The second step included an intensive parking occupancy count program where occupied parking stalls and spaces were counted three times each day over three weekdays and twice during the peak, daytime shopping period on a Saturday.

The third step consisted of two analytical exercises. The first exercise consisted of comparisons between parking supply and parking occupancy (demand). This analysis focused on identifying areas along the corridor and times of the day and days of the week where parking activity was high.

The second exercise was conducted to quantify the required parking supply, assuming each land use within the study was able to meet conditions codified in the existing Parking Code. This analysis, conducted on a block-by-block basis, identified the required parking supply, by block, and compared the required supply to the existing number of off-street stalls that were counted during the inventory.

The fourth step in the study included presentations to ESNDP staff and board members, business owners along the corridor, and City of St. Paul staff.

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Analysis

Parking Supply Inventory

The study area for the parking study was divided into six segments, which are identified below.

- Segment 1: West side of Payne Avenue from Maryland to Lawson
- Segment 2: East side of Payne Avenue from Maryland to Lawson
- Segment 3: West side of Payne Avenue from Lawson to Phalen
- Segment 4: East side of Payne Avenue from Lawson to Phalen
- Segment 5: West side of Payne Avenue from Phalen to 7th
- Segment 6: East side of Payne Avenue from Phalen to 7th

The inventory of parking spaces and parking stalls showed that there are more than 2,737 total parking spaces in the study area. Of this total, 1,678 are on-street spaces, and 1,059 are off-street stalls. The table that follows breaks these totals out by study area segment. Figures 1 through 3, starting on page 6, illustrate the study area segments and show the inventoried on-street and off-street parking spaces.

The immediate observation was that the supply of parking is appropriate for the mix of land uses within each segment. The Payne Avenue Corridor is predominantly a commercial corridor. North of Lawson Avenue and south of Phalen Boulevard, the commercial buildings are set back from the street and are served with parking lots that are typically in front of (or to the side of) the buildings.

Between Lawson Avenue and Phalen Boulevard, within the commercial core, building, as mentioned, are built up to the sidewalk and there are only a few buildings with parking lots. The mix of businesses within the commercial core is decidedly retail and office/service. Outside the core, the mix of businesses could also include institutional.



**TABLE 1
EXISTING PARKING SUPPLY, BY STUDY AREA SEGMENT**

	Segment 1	Segment 2	Segment 3	Segment 4	Segment 5	Segment 6	Total
On-Street Spaces	318	357	299	311	262	131	1678
Off-Street Stalls	141	155	244	235	146	138	1059
Total	459	512	543	546	408	269	2737

Source: Biko Associates, Inc., September 9, 2008

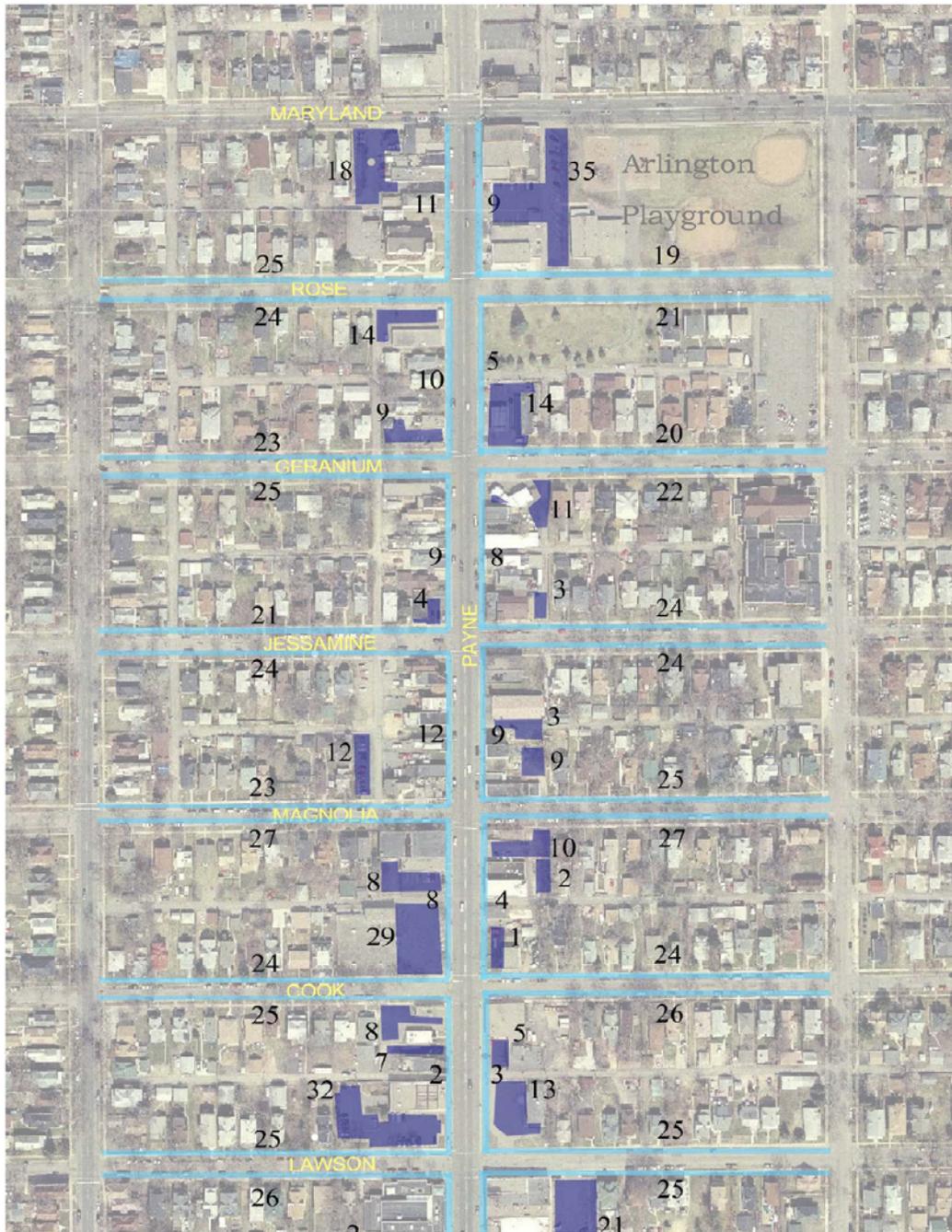


Figure 1: Segments 1 and 2



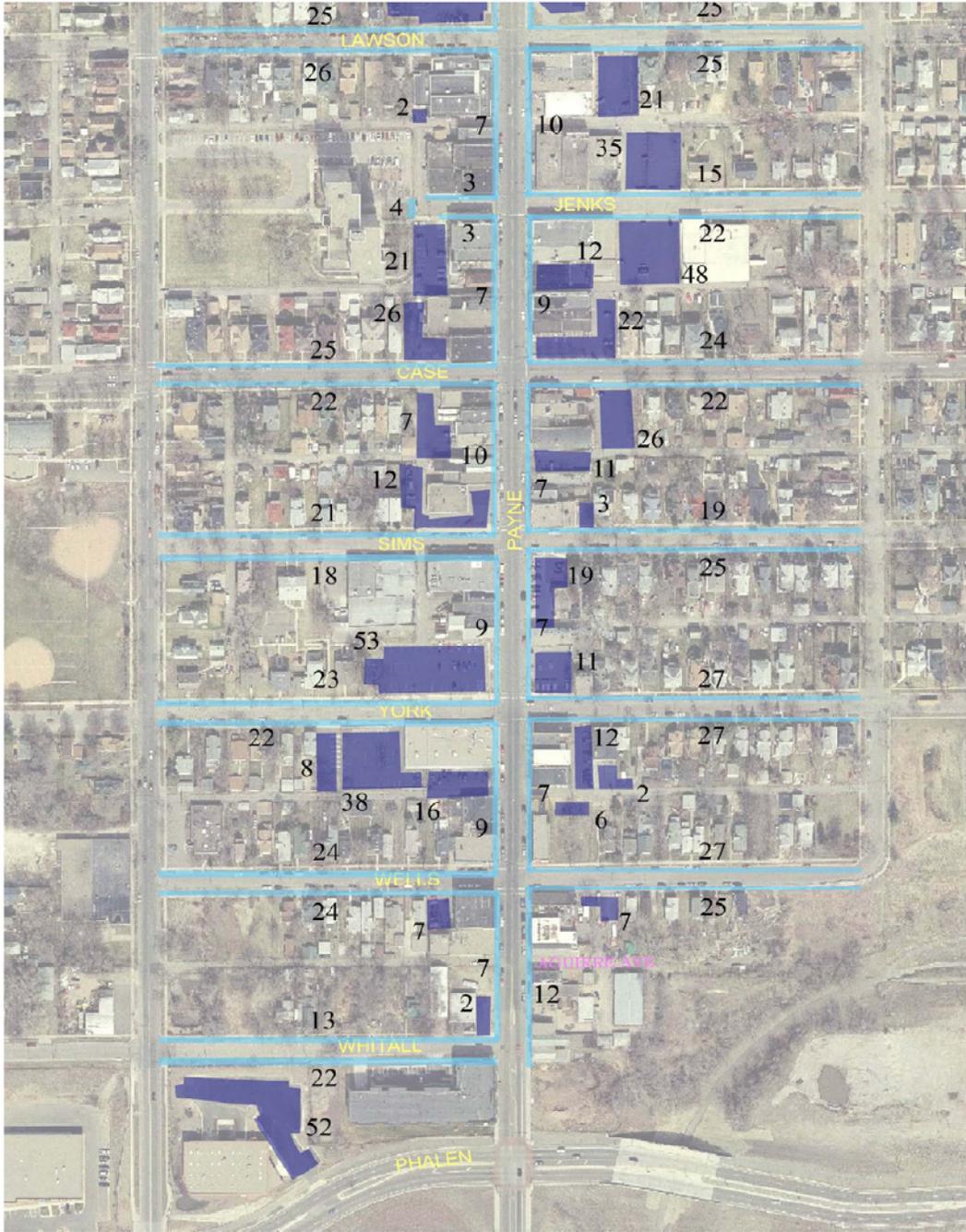


Figure 2: Segments 3 and 4



Parking Occupancy Counts

Parking occupancy was counted during the week of July 14, 2008. The counts were conducted on Tuesday (July 15), Wednesday (July 16), Thursday (July 17), and Saturday (July 18). The counts were taken three times on each of the weekdays to cover peak parking periods during the AM, Noon (lunch period), and PM. The Saturday counts were conducted to cover the peak shopping period. The maximum percentages of observed occupancy are detailed in tables that shown in the Appendix to this report, on pages A-1 through A-7.

Parking Occupancy Findings

Findings from the analysis of parking occupancy data showed that the most critical parking issue is not a shortage in parking supply. According to the data, overall (on-street and off-street combined) parking occupancy throughout the study area is in the 25 percent range. Even in Segments 3 and 4, the segments most impacted by commercial/retail parking, the overall parking occupancy hovers around the 22 percent to 30 percent range.

1. Unoccupied parking spaces on the streets and parking stalls in off-street lots can be found during the three periods of the day (for weekdays) and the two periods of the day (for the weekend). The available supply of parking spaces on the streets is between:
 - 72 and 84 percent in Segment 1
 - 79 and 85 percent in Segment 2
 - 65 and 84 percent in Segment 3
 - 72 and 88 percent in Segment 4
 - 84 and 90 percent in Segment 5
 - 77 and 89 percent in Segment 6

The available supply of off-street parking stalls is between:

- 61 and 76 percent in Segment 1
 - 59 and 75 percent in Segment 2
 - 60 and 73 percent in Segment 3
 - 57 and 75 percent in Segment 4
 - 78 and 91 percent in Segment 5
 - 90 and 99 percent in Segment 6
2. Throughout the entire study area, particularly in Segments 5 and 6, the parking supply is more than adequate. Within the commercial core, however, the data show that there is no problem today, but there will be a problem in the future if there is successful growth within Segments 3 and 4. This assertion is supported by further analysis, which showed that there are several off-street lots in Segments 3 and 4, where parking occupancy was high at various times throughout the day. Because occupancy is low in other off-street lots, the **average** percentage occupancy observed today for these segments is low, however.

Commercial Core Land Use, Zoning and Parking Analysis

Where the parking supply inventory and parking occupancy counts were conducted for the entire study area, from Maryland Avenue to East 7th Street, additional analysis was conducted to better understand parking conditions in the commercial core, between Lawson Avenue and Phalen Boulevard. Thus, the focus of the commercial core analysis was on Segments 3 and 4. (See Figure 2 on page 7.)

The additional analysis was conducted to quantify the required parking supply within the commercial core, assuming it was built brand new and under existing zoning regulations. Today's zoning regulations require each building to supply its own off-street parking. Therefore, the existing supply of on-street parking within the commercial core was not considered in the additional analysis. Table 2 summarizes the existing supply of off-street parking within Segments 3 and 4.

Table 2
Existing Off-Street Parking Supply within Segments 3 And 4

	Segment 3	Segment 4	Total
Off-Street Stalls	244	235	479

Source: Biko Associates, Inc. September 9, 2008

Commercial Core Land Use and Required Off-Street Parking Supply:

With information provided by ESNDC, land use within Segments 3 and 4 was analyzed on a block-by-block basis to determine the required parking supply, based on today's zoning regulations.¹ The City of Saint Paul's parking supply requirements are outlined in the city's Municipal Code under Article II. 63.200. Parking Requirements. The requirements are presented as ratios where the supply of parking (dependent variable) is related to some measurable characteristic (independent variable) of a particular building, lot, or land use. Independent variables can be, just to mention a few, gross floor area (GFA) for a retail store, number tables in a restaurant, or number of dwelling units in an apartment building.

As an example, according to the code, the required parking supply for a general retail store is "one off-street parking stall for every 225 square feet of gross floor area (GFA)."² Therefore, a general retail store with 2,700 GFA would be required to provide 12 off-street parking stalls.

Tables 3 and 4 on pages 11 and 12 list buildings in the commercial core by address and describe their current land use. Table 3 lists buildings on the west side of Payne Avenue, which fall into Segment 3 of the study area. Table 4 lists buildings on the east side, those that are within Segment 4. The tables then quantify the estimated, required parking supply. As shown, the required parking supplies are presented both for the entirety of Segments 3 and 4 and the blocks that comprise them.

¹ The land use data provided by ESNDC is preliminary data and is not complete. It does not, for example, include all land uses within the commercial core and does not accurately describe all uses within the buildings. Nevertheless, it is sufficient for the purpose of determining the required off-street parking supply and provides a good basis for an order of magnitude assessment of the number of stalls that would be required, were the existing zoning code to be applied to existing buildings and uses.

² City of Saint Paul Municipal Code, Article II. 63.200. Parking Requirements.

**TABLE 3: Estimated Off-Street Parking Requirement Per City Of Saint Paul Zoning Code
Within The Commercial Core of Payne Avenue (Segment 3, West Side of Payne Avenue from Lawson To Phalen)**

From/ To	West Side Address	Zoning	Current Use	Square Footage	Estimated Required Off-Street Parking by Use	Estimated Required Off-Street Parking by Block
Lawson - Jenks	1019 Payne	B2	Professional Services			
	1001 Payne	B2/C	Restaurant	15,440	124	
	999 Payne	B2	Retail	7,720	34	
	991 Payne	B2	Retail	14,400	64	222
Jenks - Case	989 Payne	B2	Restaurant	13,720	110	
	983 Payne	B2	Retail	6,450	29	
	981 Payne	B2	Currently vacant	3,804	17	
	977 Payne	B2	Professional Services	4,200	12	
	973 Payne	B2	Service	4,992	14	
	967 Payne	B2	Retail	14,323	64	
	965 Payne	B2	Service	16,006	46	291
Case - Sims	959 Payne	B2	Retail	4,760	21	
	957 Payne	B2	Service	4,500	13	
	955 Payne	B2	Currently vacant	4,500	20	
	951 Payne	B2	Service	3,500	10	
	949 Payne	B2	Restaurant	3,500	28	
	947 Payne	B2	Service	1,100	3	
	943 Payne	B2/C	General Retail	5,050	22	
	941 Payne	B2	Service	4,125	12	
	933 Payne	B3	Retail	8,100	36	165
Sims - York	927 Payne	B3/C	Retail/Office	21,600	96	
	925 Payne	B3/C	Professional Services	21,600	62	
	923 Payne	B3/C Mixed Comm/Res	Professional Services	3,036	9	
	913 Payne	B3	Currently vacant	6,539	29	195
York - Wells	899 Payne	B2/E Bingo Hall	Currently vacant	15,447	206	
	883 Payne	B2	Bar	12,000	160	
	879 Payne	B3	Restaurant	12,000	96	462
Wells - Whitall	857 Payne	TN 2/C Retail	Grocery Store	28,244	113	
	845 Payne	TN 2	Service	2,576	7	120
Total				263,232	1,455	1,455

Source: Biko Associates, Inc.; January 6, 2009

**TABLE 4: Estimated Off-Street Parking Requirement Per City Of Saint Paul Zoning Code
Within the Commercial Core of Payne Avenue (Segment 4, East Side of Payne Avenue from Lawson To Phalen)**

From/ To	East Side Address	Zoning	Current Use	Square Footage	Estimated Required Off-Street Parking by Use	Estimated Required Off-Street Parking by Block
Lawson - Jenks	1016 Payne	B2	Currently vacant	5,594	25	159
	1014 Payne	B2	Currently vacant	5,594	25	
	1010 Payne	B2	Restaurant	5,594	45	
	1000 Payne	B2	Service	22,622	65	
Jenks - Case	990 Payne	B2	Retail	29,484	131	220
	980 Payne	B2	Retail			
	972 Payne	B2	Retail	15,540	69	
	968 Payne	B2	Retail	4,439	20	
Case - Sims	960 Payne	B2	Retail	3,916	17	221
	956 Payne	B2	Bar	7,833	104	
	954 Payne	B2	Retail	1,500	7	
	946 Payne	B2	Retail	10,900	48	
	942 Payne	B2	Service	2,700	8	
	938 Payne	B2	Currently vacant	2,889	13	
	932 Payne	B2	Professional services	8,100	23	
Sims - York	926 Payne	B3/C Outdoor Sales Non-Vehicle	Service	1,410		0
	912 Payne	B3/C Outdoor Sales Non-Vehicle	Service	9,810		
York - Wells	900 Payne	B2/C Beauty Salon	Currently vacant	4,692	19	194
	894 Payne	B2	Retail	2,434	11	
	890 Payne	B2	Service	5,970	17	
	886 Payne	B2/C	Bakery	6,426	29	
	876 Payne	B2	Currently vacant	13,311	59	
	872 Payne	B2	Currently vacant	13,311	59	
Wells - Whitall	860 Payne	TN2	Service	3,429	10	23
	858 Payne	TN2/C Mixed Comm/Res	Currently vacant	4,080	13	
Total				191,578	817	817

Source: Biko Associates, Inc.; January 6, 2009

Study Area Off-Street Parking Supply Deficiency:

Tables 5 and 6, which are shown below, detail existing off-street parking deficiencies in the commercial core. The, block-by-block and segment deficiencies were calculated by comparing the required off-street parking supplies to the actual number of off-street parking stalls in segments 3 and 4. Figure 4, on the following page, illustrates the block-by-block deficiencies.

TABLE 5
Estimated Off-Street Parking Supply Deficiency
Segment 3 (West Side of Payne Avenue)

Block-by-Block	Required Off-Street Parking Supply (per City Code)	Existing Off-Street Parking Supply (per Biko Associates inventory)	Existing Off-Street Parking Supply Deficiency on West Side of Payne
Lawson - Jenks	222	2	220
Jenks - Case	291	47	244
Case - Sims	165	19	146
Sims - York	195	53	142
York - Wells	462	62	400
Wells – Whitall - Phalen	120	61	59
Total	1,455	244	1,211

Source: Biko Associates, Inc.

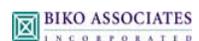
TABLE 6
Estimated Off-Street Parking Supply Deficiency
Segment 4(East Side of Payne Avenue)

Block-by-Block	Required Off-Street Parking Supply (per City Code)	Existing Off-Street Parking Supply (per Biko Associates inventory)	Existing Off-Street Parking Supply Deficiency on the East Side of Payne
Lawson - Jenks	159	56	103
Jenks - Case	220	82	138
Case - Sims	221	40	181
Sims - York	0	30	-30
York - Wells	194	20	174
Wells – Whitall Phalen	23	7	16
Total	817	235	582

Source: Biko Associates, Inc.



Figure 4: Block-by-Block Off-Street Parking Deficiency in the Commercial Core, per the Municipal Code



Required Off-Street Parking Supply in the Commercial Core:

The analysis showed that there are 479 off-street parking stalls within the commercial core. The analysis further showed that, according to the City of Saint Paul Municipal Code, an estimated 2,272 stalls should be supplied if the existing buildings (land uses) were built today. This obviously indicates a severe off-street parking deficiency (estimated at 1,793 stalls) from the perspective of meeting requirements in the Municipal Code. With surface level, off-street lots costing \$7,000 per stall (or more) and parking ramps costing \$20,000 per stall (or more), remedying this deficiency by building a series of off-street parking facilities is clearly not possible for this already beleaguered commercial area.

Interestingly, the parking supply deficiency is not consistent with actual, observed parking demand in the commercial core. The parking supply inventory and occupancy counts conducted for the Payne Avenue Corridor-Wide Parking Inventory and Analysis showed that actual parking supply utilization is only 27 percent to 40 percent within Segment 3 and 25 percent to 43 percent within Segment 4. Therefore, the parking issue should not simply be described as one of providing the required supply. The issue, instead, is one where the existing code requires building owners within the commercial core (and along the entirety of the Payne Avenue study area), who wish to make improvements to buildings and properties, to supply more parking stalls than would actually be utilized.

Detailed approaches to address this issue will be developed as part of the larger study (being conducted by Lunning-Wende Associates, Inc.) to examine the design and appearance of the Payne Avenue corridor. These approaches will clearly require building owners to work closely with the city to develop a strategy(ies) for developing off-street parking facilities that:

- Provide realistic parking supplies, both to satisfy existing demand and future increased demand that will occur consistent with improvements to the design and appearance of the commercial core
- Will be strategically located to allow convenient access (ingress and egress) for motorists and reasonable and comfortable walk distances for patrons of the businesses
- Permit a sharing of stalls among uses with peak parking demands that occur at different times of the day so as to reduce the total number of stalls required

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Conclusions

Findings

The parking occupancy counts showed parking demand is relatively low along the Payne avenue corridor and that the percentage of unutilized parking spaces is relatively high. This finding was consistent throughout the corridor, even in the commercial core (Segments 3 and 4) where the density of retail shops is highest.

Further analysis also showed that, based on the current Municipal Code, an estimated 1,793 off-street parking stalls would need to be constructed to bring existing buildings into compliance with the city's parking requirements.

Based on findings from the parking occupancy counts and the analysis of the required off-street parking supply, it is concluded that implementing the city's parking requirements would result in an "over supply" of parking stalls within the commercial core along the avenue. Table 7 details the impact of implementing the city code.

TABLE 7
IMPACT OF IMPLEMENTING THE CURRENT PARKING CODE WITHIN THE
COMMERCIAL CORE

Commercial Core Segment	Off-Street Supply (per City of St. Paul Code)	Existing Off-Street Supply (per Biko Associates inventory)	Off-Street Supply Deficiency (required supply - existing supply)	Peak On-Street Parking Demand (per Biko Associates inventory)	Peak Off-Street Parking Demand (per Biko Associates inventory)	Total Peak Parking Demand in the Commercial Core
Segment 3	1,455	244	1,211	99	79	178
Segment 4	817	235	582	88	86	174
Total	2,272	479	1,793	187	165	352

Source: Biko Associates, Inc., July 17, 2009.

As shown in Table 7, the peak parking demand in Segments 3 and 4, based on counts taken for the parking study, is 352. This total peak parking demand is the combination of on-street and off-street parking occupancy. The Municipal Code would require 2,272 off-street parking stalls. The excess supply resulting from implementation of the code would be 1,920 stalls.

Today there is a total of 479 off-street stalls in the commercial core of the study area. Implementing the city's parking requirement would require business owners and property owners to pay for and build an estimated 1,793 (2,272-479) stalls, just to experience an excess supply of 1,920 (2,272-352) stalls. This demonstrates that the city's code is not consistent with actual need and would be unnecessarily onerous for fledgling businesses along the corridor.

It is likely that as businesses within the commercial core improve and begin to attract more customers, parking demand will increase. As shown, however, parking demand would have to increase by .more than 500 percent in order to justify the need for 2,272 off-street parking stalls.

Recommendations

Quick Fixes:

One immediate issue affecting parking in throughout the entire study area (but mostly within Segments 1, 2, 3, and 4) is the physical condition of the existing off-street parking facilities. There are examples of good parking lots, but there are far too many examples of parking lots that are not good. Photos that follow point out examples of problem parking lots within Segments 3 and 4. Of concern are:

- Trash and clutter in the parking lots
- Lack of paving
- Lack of striping in the parking lots
- Lack of adequate pedestrian-oriented lighting
- Lack of directional signage
- Lack of landscaping
- Lack of back door entrances from the parking lots

Off-street parking lots throughout the study area, but particularly within the commercial core, should display a consistent and recognizable design. Pedestrian-oriented amenities should be provided to encourage customers to use the parking lots. These amenities include lighting and clearly designated circulation paths.

Another observation was that efforts have been made on the part of property owners to separate adjacent parking lots along property lines. The separations are reinforced by signage that indicates a particular parking lot is only provided for customers of a particular store. These physical barriers, which prevent circulation from one parking lot to another, may help property owners define their lots but they only serve to prevent customers from experiencing a positive and comfortable shopping experience, and this negatively affects all businesses along the avenue. Instead of imposing barriers, property owners should provide a parking experience that allows customers to park once and shop at any number of stores that are within walking distance of the parking lot.

It is therefore recommended that in the short-term, the physical condition of the parking lots should be improved, and the barriers that separate adjacent parking lots should be removed. For some property owners, making capital improvements to their parking lots will be cost prohibitive. As well, some of the property owners will find it difficult to remove physical barriers between their lots and those that are next to these. ESNDC can be of great assistance in both cases, assisting by helping to identify loans and grants for business improvements and brokering mutual understanding and cooperative agreements between adjacent property owners.



The last quick fix recommendation to address a short-term parking issue concerns local businesses along Payne Avenue that are in immediate need of additional parking capacity. Businesses like Las Palma Market and ByMore Supermercado utilize all available off-street and on-street parking when they experience peak business. While these businesses are seeking to develop additional off-street parking in the future it may take some time to assemble land and identify financing to cover the cost of development. In the interim, there may be City-owned land (earmarked for future commercial development) that could be utilized for temporary parking to help these businesses remain successful and convenient for their customers. Temporary use is just that, “temporary” and not intended for long-term use as a parking lot(s) into the future. In addition to serving the needs of businesses in the short-term, assisting local businesses with their immediate parking needs would convey a message that the City is willing to accommodate some short-term solutions to help retain business on Payne Avenue.

Long-Term Parking Recommendations:

The long-term recommendations, as mentioned, should be coupled with an overall, revitalization strategy for the Payne Avenue corridor. Lunning-Wende Associates, Inc. is the process of developing a revitalization strategy that focuses on the commercial core. The strategy calls for the development and reinforcement of the Payne Avenue corridor as a transit corridor, as defined by the Metropolitan Council. As such, future land uses would be comprised of mixed uses that would allow work, live, and play all within the same area and a high level of regular route (and perhaps express route) transit. This approach to land use development/redevelopment affords the highest levels of non-automobile transportation and, thus, reduces the need to provide the number of parking stalls that would be required in an area that does not have a mix of uses and high level transit services.

Physical design characteristics of a transit corridor include buildings in close proximity to the street (zero setback), easy to identify linkages between the front doors of buildings and transit stops, and the provision of pedestrian-oriented street amenities such as wide sidewalks, pedestrian scale street lighting, and benches and informational kiosks that are associated with the transit stops. The result of this physical form will be easy, safe, convenient access for bus riders, who, after all, are pedestrians.

In addition to the provision of transit services and facilities and the development of the proper physical form, any long-term solution to the parking issue should include four elements:

1. Willingness of property owners to work cooperatively so that the parking issue can be addressed in a comprehensive manner, rather than an individual property basis.
2. Reliance on the 500-foot provision in the city’s parking regulations, which allows an off-street parking lot for a particular building to be located as far away from the building as 500 feet. Figure 5 on page 22 shows that an off-street parking lot within a 500-foot radius can serve any of the buildings that are also within the radius.
3. Acquisition of residential properties, across alleys or next door to the commercial buildings in the commercial core, for parking lot development. Many of these residential buildings are currently in foreclosure and available at below market prices. Strategic acquisition of these residences will ensure that the 500-foot regulation can be successfully implemented.
4. A re-zoning or a zoning overlay to be applied to the commercial core, which would allow lower parking ratios associated with the city’s Traditional Neighborhood Development (TND) Zone to be implemented.

Optimally, element 4, the re-zoning of the commercial corridor or implementing an overlay zone in the commercial corridor, should be pursued first, and the development of parking lots within a 500-foot

radius of the commercial buildings should follow. At this particular point in time, however, there are many foreclosed residential properties in close proximity to the commercial buildings that front on Payne Avenue. It would be wise, in view of this situation, to quickly acquire these before residential real estate investors (speculators) have an opportunity to acquire them.

ESNDC is the logical organization for assuming the leadership role in these endeavors. First, ESNDC can bring property owners together to help them understand the benefits of working together. Second, ESNDC can work with property owners collectively, property owners as individuals, or any entrepreneur to help them identify and acquire adjacent residential properties that are in foreclosure. Next, the organization can assist the new owners of the adjacent residential properties as they seek approvals from the city to raze existing residences and develop parking lots.

ESNDC can also help the owners of the parking lots develop lease agreements with the businesses whose customers will use the lots. The lease agreements might be for a specific quantity of parking stalls, within 500 feet of the building, so that the city's parking requirements can be satisfied.

Finally, ESNDC can bring property owners, elected officials, and city staff together to either pursue a re-zoning or develop a TND overlay zone that can be implemented in the commercial core.

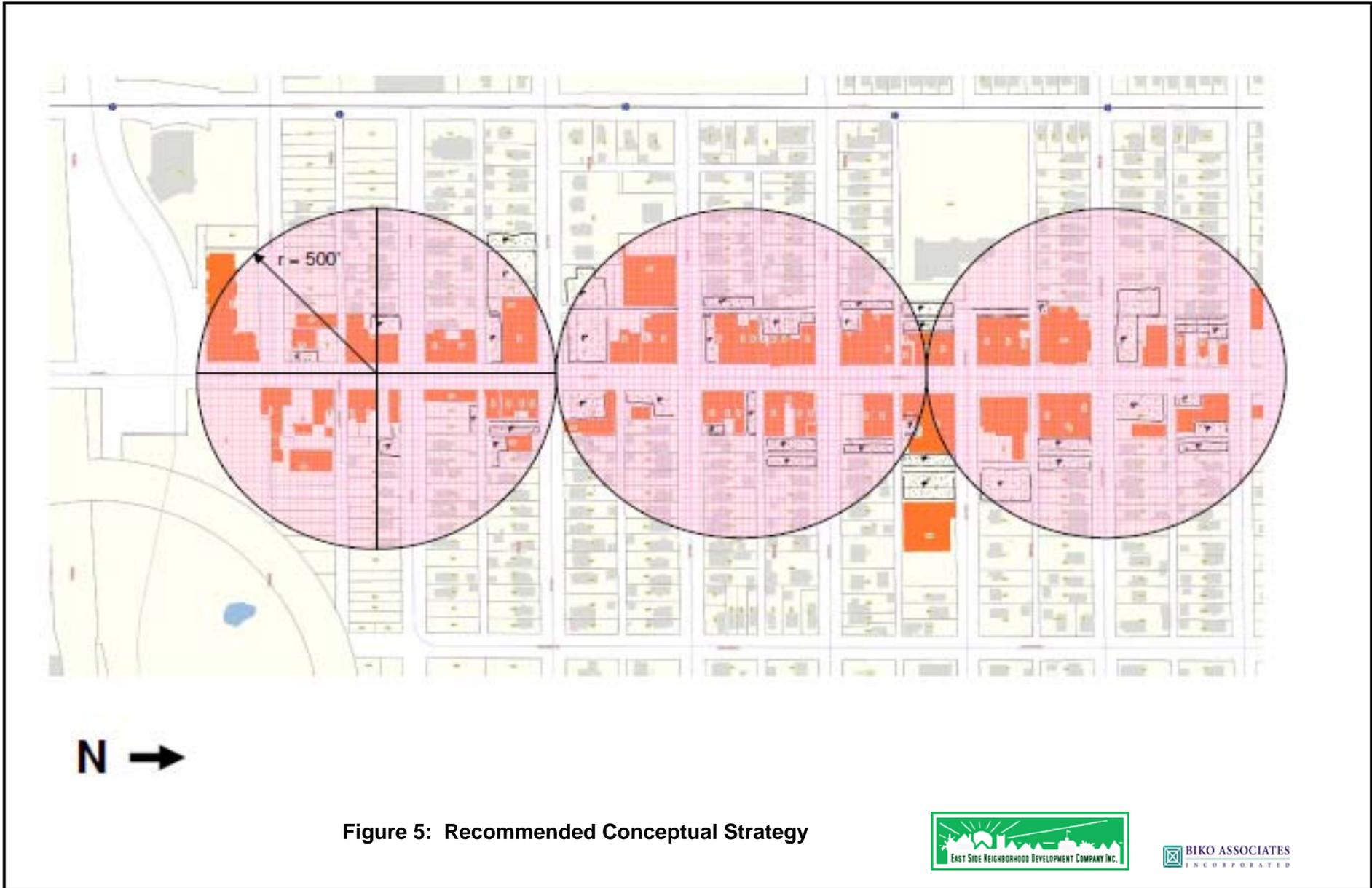


Figure 5: Recommended Conceptual Strategy



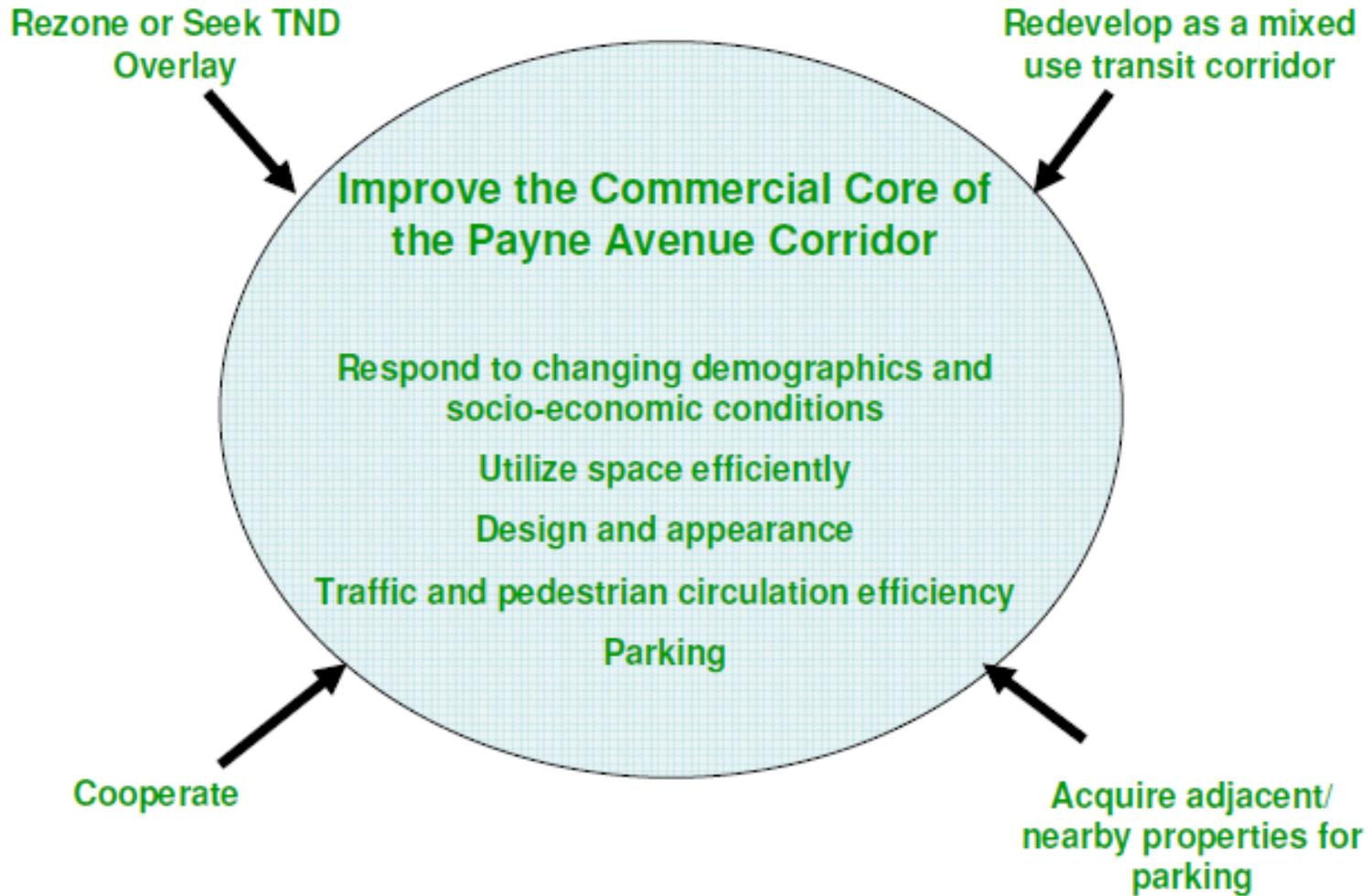


Figure 6: Recommended Action Steps



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Appendix

SEGMENT: 1

Total Overall Supply: 459
Total On-Street Supply: 318
Total Off-Street Supply: 141

**TABLE 1-A
PERCENT OCCUPANCY ON TUESDAY, JULY 15**

Tuesday	AM	NOON	PM	DAILY
Overall	20	23	24	22
On-Street	18	16	19	18
Off-Street	25	39	34	33

**TABLE 1-B
PERCENT OCCUPANCY ON WEDNESDAY, JULY 16**

Wednesday	AM	NOON	PM	DAILY
Overall	27	31	25	28
On-Street	27	29	25	27
Off-Street	27	37	27	30

**TABLE 1-C
PERCENT OCCUPANCY ON THURSDAY, JULY 17**

Thursday	AM	NOON	PM	DAILY
Overall	26	31	30	29
On-Street	27	29	28	28
Off-Street	24	34	35	30

**TABLE 1-D
PERCENT OCCUPANCY ON SATURDAY, JULY 19**

Saturday	First Count	Second Count	Average
Overall	24	25	25
On-Street	25	25	25
Off-Street	23	23	23

SEGMENT: 2

Total Overall Supply: 512
Total On-Street Supply: 357
Total Off-Street Supply: 155

**TABLE 2-A
PERCENT OCCUPANCY ON TUESDAY, JULY 15**

Tuesday	AM	NOON	PM	DAILY
Overall	18	21	21	20
On-Street	15	19	19	17
Off-Street	26	25	26	25

**TABLE 2-B
PERCENT OCCUPANCY ON WEDNESDAY, JULY 16**

Wednesday	AM	NOON	PM	DAILY
Overall	24	28	23	25
On-Street	20	22	20	21
Off-Street	30	35	26	30

**TABLE 2-C
PERCENT OCCUPANCY ON THURSDAY, JULY 17**

Thursday	AM	NOON	PM	DAILY
Overall	23	27	26	26
On-Street	17	21	21	20
Off-Street	38	41	39	40

**TABLE 2-D
PERCENT OCCUPANCY ON SATURDAY, JULY 19**

Saturday	First Count	Second Count	Average
Overall	22	22	22
On-Street	17	18	17
Off-Street	34	32	33

SEGMENT: 3

Total Overall Supply: 543
Total On-Street Supply: 299
Total Off-Street Supply: 244

**TABLE 3-A
PERCENT OCCUPANCY ON TUESDAY, JULY 15**

Tuesday	AM	NOON	PM	DAILY
Overall	22	31	32	28
On-Street	16	26	26	23
Off-Street	31	36	40	36

**TABLE 3-B
PERCENT OCCUPANCY ON WEDNESDAY, JULY 16**

Wednesday	AM	NOON	PM	DAILY
Overall	27	33	29	30
On-Street	27	33	27	29
Off-Street	28	32	32	31

**TABLE 3-C
PERCENT OCCUPANCY ON THURSDAY, JULY 17**

Thursday	AM	NOON	PM	DAILY
Overall	27	31	30	30
On-Street	29	34	32	31
Off-Street	27	29	27	28

**TABLE 3-D
PERCENT OCCUPANCY ON SATURDAY, JULY 19**

Saturday	First Count	Second Count	Average
Overall	25	28	26
On-Street	32	35	33
Off-Street	17	19	18

SEGMENT: 4

Total Overall Supply: 546
Total On-Street Supply: 311
Total Off-Street Supply: 235

**TABLE 4-A
PERCENT OCCUPANCY ON TUESDAY, JULY 15**

Tuesday	AM	NOON	PM	DAILY
Overall	18	27	27	24
On-Street	12	14	22	16
Off-Street	25	43	35	34

**TABLE 4-B
PERCENT OCCUPANCY ON WEDNESDAY, JULY 16**

Wednesday	AM	NOON	PM	DAILY
Overall	26	31	32	30
On-Street	23	27	30	27
Off-Street	31	36	36	34

**TABLE 4-C
PERCENT OCCUPANCY ON THURSDAY, JULY 17**

Thursday	AM	NOON	PM	DAILY
Overall	27	32	31	30
On-Street	23	28	26	26
Off-Street	30	36	37	35

**TABLE 4-D
PERCENT OCCUPANCY ON SATURDAY, JULY 19**

Saturday	First Count	Second Count	Average
Overall	23	25	24
On-Street	25	27	26
Off-Street	21	22	22

SEGMENT: 5

Total Overall Supply: 408
Total On-Street Supply: 262
Total Off-Street Supply: 146

**TABLE 5-A
PERCENT OCCUPANCY ON TUESDAY, JULY 15**

Tuesday	AM	NOON	PM	DAILY
Overall	26	30	24	26
On-Street	13	16	13	14
Off-Street	9	16	14	13

**TABLE 5-B
PERCENT OCCUPANCY ON WEDNESDAY, JULY 16**

Wednesday	AM	NOON	PM	DAILY
Overall	26	34	29	30
On-Street	12	11	13	12
Off-Street	16	22	13	17

**TABLE 5-C
PERCENT OCCUPANCY ON THURSDAY, JULY 17**

Thursday	AM	NOON	PM	DAILY
Overall	24	34	26	28
On-Street	11	13	10	11
Off-Street	15	15	11	14

**TABLE 5-D
PERCENT OCCUPANCY ON SATURDAY, JULY 19**

Saturday	First Count	Second Count	Average
Overall	30	28	29
On-Street	12	15	13
Off-Street	9	8	9

SEGMENT 6

Total Overall Supply: 269
 Total On-Street Supply: 131
 Total Off-Street Supply: 138

**TABLE 6-A
 PERCENT OCCUPANCY ON TUESDAY, JULY 15**

Tuesday	AM	NOON	PM	DAILY
Overall	10	15	12	12
On-Street	12	21	16	16
Off-Street	8	9	9	9

**TABLE 6-B
 PERCENT OCCUPANCY ON WEDNESDAY, JULY 16**

Wednesday	AM	NOON	PM	DAILY
Overall	12	15	12	13
On-Street	15	20	16	17
Off-Street	6	9	7	7

**TABLE 6-C
 PERCENT OCCUPANCY ON THURSDAY, JULY 17**

Thursday	AM	NOON	PM	DAILY
Overall	13	16	17	15
On-Street	17	21	23	20
Off-Street	8	12	1	10

**TABLE 6-D
 PERCENT OCCUPANCY ON SATURDAY, JULY 19**

Saturday	First Count	Second Count	Average
Overall	7	7	7
On-Street	11	12	11
Off-Street	1	1	1

