

# Interim Parking Management Strategy



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### Introduction

Council's 2022 Strategic Plan includes the development of a parking strategy as one of its objectives. This report presents an interim City Core parking strategy for the City of Prince Rupert. It has been prepared based on a review of current parking policy, local parking data, and the policy initiatives underway in the City. The value of an interim strategy is that it enables a rapid response to significant emerging parking issues, as these actions are recommended to be actioned within the next 1-3 years. It can provide some early direction and response in an informed manner to local conditions. The City can subsequently work towards a more robust parking strategy couched in the Prince Rupert Transportation Plan.

### Context

Located on the traditional territory of the Coast Ts'msyen Nations of Metlakatla First Nation and Lax Kw'alaams and that the Gitxaala First Nation, the City of Prince Rupert was established as a port city in the early 1900s and incorporated as a city in 1910. Since its establishment, it has experienced growth and decline cycles typical of resource dependent communities, with the City reaching highs of 17, 000 people in the 1980's and early 1990's. The City saw a significant decline with a loss of almost a quarter of the population between 1996 and 2006. Today, the Prince Rupert population has begun to climb again, not yet reaching 2011 numbers. Figure 1 shows census population trends which, while criticized for accuracy, demonstrate a population pattern reflective of residents' experiences.

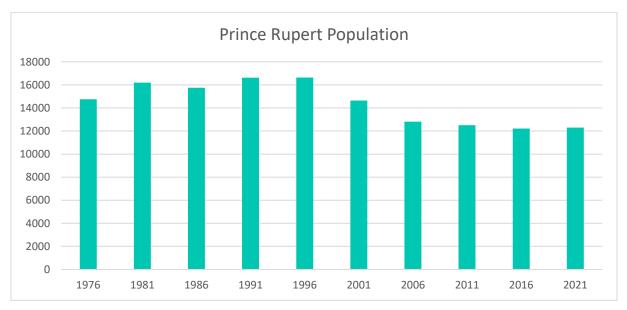


Figure 1 Prince Rupert Census Population Trends 1976-2021

Throughout these population shifts, the City has not lost significant numbers of parking, and has seen new public off-street parking lots developed in Cow Bay. Despite this, a parking shortage

remains a perceived issue among residents. A 2007 study of parking found that, at the time, the existing supply of parking in the City was accommodating demand in most areas with few places reaching "peak" usage (85% of stalls being occupied). Consequently, the perceived shortage of parking may in fact be a management issue related to poor parking placement, inefficiency of parking prioritization (e.g. customers vs employees), and lack of walkability. Parking supply, demand, and infrastructure can be managed to address these issues. Furthermore, as costs of vehicles and best practices regarding land use shift away from automobile dependency, parking management can be used to promote a vibrant downtown that encourages development, accessibility, and connectivity. This strategy will support Prince Rupert's City Core renewal objectives and the Prince Rupert Transportation Strategy, while limiting impacts to the environment and pedestrian safety of heavy car use.

### Local Need

### Parking in Prince Rupert

As in many communities across North America, parking management is a long-standing issue in Prince Rupert. In addition to finding no shortage of parking in Prince Rupert, the 2007 parking study found that while few areas are reaching peak usage, there are some areas that experienced higher levels of demand. The desire to park directly outside a destination, because of weather and inconvenience, creates a perception that there is a lack of parking. For example, researchers on the parking study found that on-street parking along certain side streets in the downtown core was nearing full utilization in the hour of peak period demand; however, there were generally stalls available within walking distance. Observations in this study revealed a high demand from long term employee parkers who used the unrestricted spaces in the downtown core for long term parking, as lack of parking time limit restrictions or enforcement were not encouraging turnover. Low turnover sends the wrong message to patrons seeking parking, while strong turnover and high occupancy is indicative of a strong economic core. Within the Cow Bay area, parking turnover was low within the public parking lots due to employee use, despite it being a popular tourism area.

These findings are still relevant today. Rupert Talks data from 2019 showed that among those who come to the City Core to access shops and services, 78% of respondents take personal vehicles and there is a 50/50 split on whether it is difficult to find parking downtown. Business owners state that employees end up taking up customer parking, contributing to low turnover in key spots and impressions of a lack of parking. Rupert Talks responses also show that 100% of respondents who require accessible parking felt there are not sufficient spaces downtown. The impression that people are unwilling to walk more than one block to a destination also remains, although recent Rupert Talks data showed that only 1/3 of respondents felt that way.

### Current Parking Management System

The City of Prince Rupert's current parking management system can be improved to more effectively address issues that have been raised, including lack of access to longer-term parking, lack of turnover in high profile parking spaces, and need for infrastructure to support walkability. Additionally, current management practices can be better integrated with larger land-

use pattern objectives, become more economically efficient, or can increase compliance with more convenient and efficient enforcement processes.

#### Parking minimums:

Parking minimums are requirements, as dictated by a municipality's zoning bylaw, for all new developments to provide a set number of off-street parking spots. These minimums are set to cover the demand for parking generated by said development at the peak times. Therefore, different land uses have different requirements to meet when deriving the number of parking spots needed. These may be based on floor area, number of users, or other factors.

Prince Rupert has enforced parking minimum requirements since at least 1976, but introduced them City-wide in Zoning Bylaw 3286, 2009. These parking minimums changed in some aspects with the introduction of the new Zoning Bylaw 3462, 2021. Existing non-conformance of parking is not subject to new parking bylaws.

In 2017, City staff investigated parking as part of a review for multifamily housing density. During this time, they found an existing 1677 existing off-street parking spaces downtown. If the existing minimum parking requirements were met, space for an additional 5105 additional stalls would have been required. Although parking requirements changed in some cases in 2021, this number is not substantially different. This number suggests that existing parking minimums downtown are out of step with existing space and need for parking (more stalls required than needed), as well as best practices regarding parking management. Best practices for parking management discourage parking minimums as they introduce sprawl and promote automobile dependency.

### Pay-in-Lieu System

In-lieu fees are fees paid by developers to the City in-lieu of parking stalls that are used to fund public parking facilities instead of private, single-destination facilities. This tends to be more cost effective and efficient because it leads to shared parking. It can be mandated or optional.

In Prince Rupert, a pay-in-lieu system has been collecting money since the 1990's in the City Core. New businesses or developments are required to make a one-time payment per unmet number of required parking stalls upon development or change of use. When this system was first implemented in the 1990's, the cost per stall was \$2000, and was largely paid into by lower Cow Bay businesses. In 2010, the parking fee changed to \$200, during which time 7 more businesses used the pay-in-lieu system for a cumulative 38 stall deficit. In 2021, the fee was changed to \$12, 500. In total, very few businesses outside of Cow Bay in the City Core have paid into this fund.

Fees from this process were moved to a statutory reserve in 2008 that can be spent on offstreet parking or infrastructure supporting alternatives to automobiles, such as walking or biking infrastructure. The decision of council to maintain low fees paired with low rate of turnover, as well as built-in non-conformance of existing buildings, has resulted in limited funds to use for new parking. The recent fee change is a necessary first step to meeting economic efficiency for this system, which requires having fees approximate the actual cost of parking stall development.

#### Time restrictions

Time restrictions are a form of regulation that supports parking prioritization. Parking regulations such as time restrictions increase parking system efficiency by favoring priority uses and by reducing demand. It increases convenience to some motorists (those given priority) and reduces convenience to others. This can help to maintain high turnover in desirable spots, keep employee and customer parking from conflicting by designating longer-term parking, and ensure parking is accessible to those who really need it without implementing any pricing systems.

Currently, the City of Prince Rupert uses time restrictions along 2<sup>nd</sup> and 3<sup>rd</sup> Avenue West, as well as 1<sup>st</sup> through 8<sup>th</sup> Streets and Cow Bay Rd. On average, these time limits are for 2-hour maximums between 9AM-6PM on Monday through Saturday, with some 15-minute or 30-minute parking in front of service buildings. These time limits were implemented after the 2007 Parking study recommended them to increase turnover downtown.

According to Rupert Talks data and input from downtown business owners during the annual BizWalks, there is a shortage of long-term parking options, such as 4-hour parking, in downtown where employees and longer-term users can park without risk of penalty. This reduces compliance and impact of existing time restrictions on parking management. Businesses have shared that these time restrictions do not stop employees from parking in short term parking spots and taking space away from higher priority users such as customers.

#### City Permit Parking

The City provides permits for renting City-owned spaces found [Appendix 1]. Currently this system is not maximized and people without reservations can often be found in reserved spots. Any money the city receives from this parking is put into the public works budget. Currently, this system does not provide substantial cost-benefit to the City and could be better advertised as an option for employees downtown.

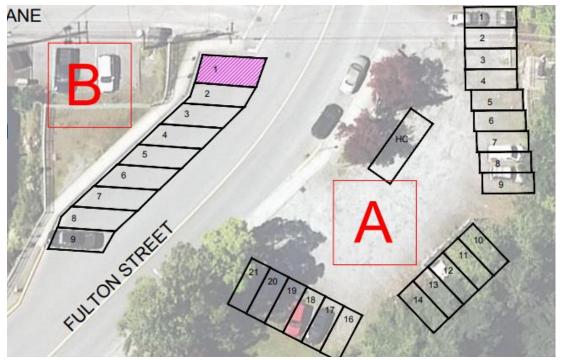


Figure 2 City Owned Parking Lot A & B. For all city parking lots, see Appendix 1.

#### Rushbrook Permit Parking

The City administers permits for Rushbrook parking on an annual basis. Any funding received through this system is reserved for Rushbrook area improvements.



Figure 3 Rushbrook Parking Permit Area

#### Bylaw Ticketing

Time restrictions and permit parking are enforced through our Bylaw process. Currently, less than 25% of parking tickets in 2022 have been paid, which is significantly lower than most jurisdictions. Payment is required through the municipality, with little recourse to ensure compliance. Parking tickets fines cost \$20 or \$35, which is also lower than the majority of other jurisdictions, which may only offer low costs due to discounts from early payment. The City is currently working on changing payment system to be through the provincial collections process in order to increase ticket payment compliance.

The low compliance rate may be due to capacity constraints of bylaw based on funding and tools available, as well as antiquated systems for payment of tickets that make it inconvenient for drivers and offer little recourse for the City to penalize non-payment.

#### Public on-street and off-street parking

The City currently provides free on-street parking and off-street parking. Existing off-street parking lots include Cow Bay Road Parking Lot and Atlin Terminal Public Parking.

### Opportunities for Short Term Action

There are opportunities in the short term to improve existing management actions and adjust our management practices to meet community goals outlined in the Official Community Plan. This process will involve shifting traditional thinking about parking as only a supply issue and

centering long-term planning that accounts for reduction in automobile use. This strategy is an interim strategy that would be actioned in the next 1-3 years. A long-term, comprehensive parking strategy will be integrated with the Connect Rupert Strategy, as parking management must be integrated with transportation planning.

### Parking Management Principles

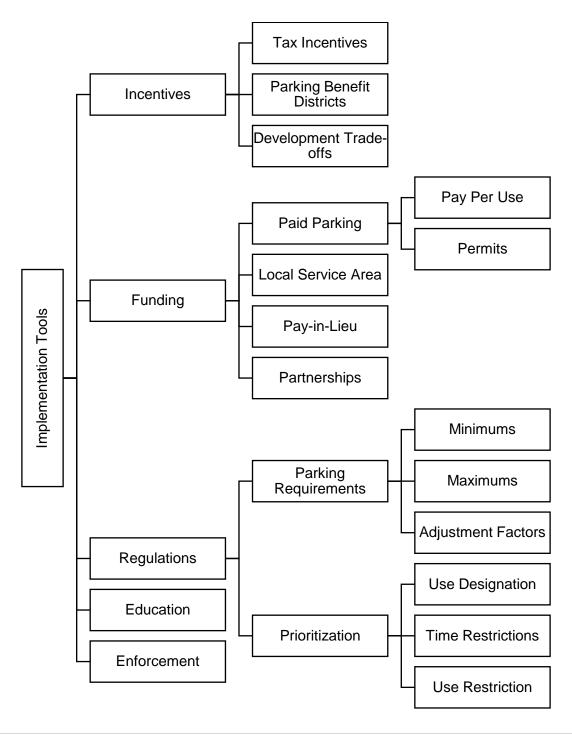
Parking management requires changing the way we think about parking programs and solutions. Parking problems go beyond motorists not being able to find a convenient and free parking space at every time and place. A parking problem can refer to inadequate or overabundance of supply, inefficient management, inadequate user information, and other problems associated with parking facilities and activities. Parking management is necessary to manage the diversity of problems that may arise and weigh solutions and their impacts. Parking management is also key to meeting planning principles outlined in the Official Community Plan that support healthy, sustainable, and diverse land use patterns, which includes reducing sprawl and automobile-dependence. Table 1 outlines of how parking can support community goals.

Table 1 OCP principles translate to parking management.

<ul> <li>Reduced car use and increased reliance on green forms of transit (electric cars, bicycles, walking/rolling)</li> </ul>
More use of land for parks, green spaces
Parking serves walkable, densified areas rather than individual sites
Parking does not introduce sprawl
Parking management encourages a diversity of transportation.
<ul> <li>Parking management encourages development and reduces costs for housing</li> </ul>
Parking management promotes active transportation.
Parking management increases traffic safety.
Parking management ensures access to amenities for all abilities and
transportation.
Parking meets the needs of the community without oversupply.
<ul> <li>Parking is reactive to global, national, and local changes in vehicle type and use.</li> </ul>
<ul> <li>Parking management encourages long-term thinking about vehicle use.</li> </ul>
• Parking management supports and promotes access to natural settings for all forms of transportation.
Parking management helps maintain local character.
Parking management is reactive to the diversity of people and their motor-
vehicle use and needs.
Parking Management strategies can reduce the need to subsidize parking
facilities, improve travel options for nondrivers, provide financial savings to
lower-income households, and increase housing affordability.
<ul> <li>Parking management helps accommodate growth from the Port.</li> </ul>
<ul> <li>Parking management incorporates Port-City partnerships.</li> </ul>
<ul> <li>Parking management encourages revitalization by reducing barriers or incentivizing businesses and developers.</li> </ul>
Parking serves the City Core area, rather than individual sites.
Parking does not take up developable land.
Existing parking is optimized.
Parking management encourages the development of housing.
Parking meets demand for residents.
Parking is economically efficient.
Parking is a benefit to the City rather than a cost.
Parking management is feasible based on capacity available
Parking management is coordinated with other plans or land uses.
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### The Role of Local Government

There is a diversity of tools to implement parking management actions. Local governments can use these tools to regulate and encourage parking location and behavior, as well as fund maintenance and improvement to transportation infrastructure. These tools may be used to facilitate the implementation of the proposed Management Actions in this strategy.



### Interim Parking Management Actions (1-3 years)

Management Action 1: Removing minimum parking requirements from a parking specified area (PSA) downtown.



Figure 4 Proposed Parking Specified Area for removal of required parking minimums. For full image, please see Appendix 2.

Minimum parking requirements for off-street parking are specified within our Zoning Bylaw. The removal of these requirements within the Parking Specified Area (PSA) would mean that developers are no longer required to provide the specified number of parking stalls or pay in-lieu fees. This does not prevent developers providing additional off-street parking if desired and does not affect existing businesses. This change would be introduced to ensure that there is no loss of existing parking. Previous parking policies, such as the reduction of pay-in-lieu fees to \$200/stall and a parking credit system that confirmed existing non-conformance, have attempted to reduce barriers to development. This policy simplifies this system and incentivizes development in areas that are intended for densification. The proposed PSA covers areas in which parking requirements pose a development barrier [Appendix 2].

Removing minimum parking requirements is recommended as a best practice to create efficient use of existing parking, remove barriers to development, and support densification. Minimums result in an oversupply of off-street parking that takes up otherwise developable land or potential green spaces. Whereas removing minimums can allow for more density and encourage more shared arrangements that serve an entire area. Dense, walkable areas encourage more customer use as they can access multiple destinations at once.

Minimums give property owners little incentive to manage parking more efficiently since reducing demand would leave expensive parking spaces unoccupied. In contrast, reducing or eliminating minimum parking requirements encourages developers to implement management strategies such as parking pricing and incentives to use alternative transportation modes. It allows them to determine parking supply based on market demands, removing an often-costly barrier to development. This can further incentivize development by allowing developers or businesses to unbundle parking, which can reduce costs of development by making sure that those who need parking are paying for it directly.

Removing parking minimums requires a shift in thinking from worst-case scenario to contingency planning. It may result in overflow to on-street parking, which in some cases may take up parking that provides access to other uses. However, removing these requirements in the downtown area is unlikely to result in a parking shortage given findings in the 2007 study and proposed reconfigurations of public on-street parking along 2<sup>nd</sup> and 3<sup>rd</sup> Avenue W [Appendix 3]. Additionally, improvements in technology, such as autonomous ride-hail vehicles and additions of ride hailing and carsharing strategies in our transportation plan, may reduce the need for parking overall in the future. As parking spots are difficult to accommodate within Rupert's small lots and can pose design and financial barriers to development, it is more efficient to implement additional parking strategies if necessary based on performance indicators that identify parking congestion or spillover problems rather than planning for worst-case scenarios.

Management Action 2: Encourage Shared Parking Agreements between private businesses, or private businesses and the City to optimize existing parking.

Shared parking agreements can be developed by implementing opportunities for existing businesses to rent out their required stalls for commercial or public use through arrangements administered by the City.

**Shared private-public parking** is the conversion of private parking facilities to serve the public through its integration into the public management system. Public parking (parking facilities that may be used by the public) inherently serve multiple destinations. The private owner and the City agree for the municipal enforcement system to enforce the rules. Any revenue can go to the city or be shared. The municipality can benefit from incorporating share agreements into their public enforcement system through ticketing.

Parking Stall Leases would allow shared parking among destinations or users through arrangements between private businesses. This would involve establishing a commercial stall lease license that parking owners can apply for with the City and an amendment to the Zoning Bylaw. Allowing sharing agreements to rent out excess parking spaces or allow multiples destinations to be served by a single parking lot can incentivize development because it allows developers to cut down on costs, as well as optimize their existing spaces and gain back monetary benefits from their surplus parking.

Shared parking encourages a "park once" mentality and increases walking, rather than driving, between destinations. Although, if not coordinated or estimated properly, parking conflict or supply shortages may occur. Additionally, if parking agreements or shared parking is managed publicly, increased enforcement and administration resources may be required.

In Rupert, large private parking lots in Rupert's City Core can be used to provide off-street, longer-term parking for employees to save street parking in front of stores for customers. During weekends, parking lots such as the mall or Safeway ones could provide park-once and walk for downtown or Cow Bay shopping trips.

Management Action 3: Seek opportunities to develop public parking lots in the City Core as needed to serve longer term users through land acquisition or conversion of municipally-owned lots.

This management action supports contingency-based planning. The need for increased long-term parking that is better placed to strategically support high demand areas has been identified. Seeking opportunities for public off-street parking lots is one option to address this need. Off-street parking should be shared, prioritize longer-term parking (e.g., employee parking), and be efficient so as not to oversupply and compete with other land uses. The introduction of more public off-street parking would enable easier sharing agreements and allow the City to benefit from permitting and ticketing. Finally, parking supply should be geared towards serving an area, not a specific destination, to promote densified, walkable areas.

Rupert Talks data show that approximately 66% of respondents would be willing to walk 2-3 blocks or more to their destination. If minimum parking requirements are removed from the PSA, new parking lot locations should be placed strategically to be within 2-3 blocks of all lots within the designated area. However, there can be some flexibility due to the existence of private parking lots and potential for shared arrangements. Before implementing any of these off-street parking lots, a thorough design will be created to ensure parking meets standards and is the best choice for the lot.

Specifically, staff are recommending the development of an interim parking lot on Lot 9 to be developed in the next year. This lot would serve the lower Cow Bay area and meet demand for longer term parking for businesses such as Breakers, Cowpuccinos or Smiles. Figure 5 demonstrates a conceptual drawing of this lot.



Figure 5 Conceptual layout of a proposed interim gravel parking lot on Lot 9.

#### Management Action 5: Reconfiguring 2<sup>nd</sup> and 3<sup>rd</sup> Avenues W to increase on-street parking.

On-street parking is convenient, visible, and can be easily made cost efficient. It is a form of shared parking, with each space serving many destinations, and so tends to have a high load factor. It does not require access lanes, and so uses less land per parking space than off-street parking. It is also relatively inexpensive, and can provide a buffer between pedestrians, cyclists, and vehicle traffic. Converting parallel to angled parking increases the number of stalls and makes parking faster and easier. Under some conditions, angled parking increases the rate of collisions, although it tends to reduce their severity. New on-street parking would be regulated to prioritize customer and other high turn-over users and may be designed to user-pay parking in the future.

Staff are discussing redesign to the Province to increase on-street parking through reconfiguring 2<sup>nd</sup> and 3<sup>rd</sup> Avenues W to angled parking, while adding in a bike lane on 2<sup>nd</sup> Ave. This concept is dependent on the Province's approval as 2<sup>nd</sup> Avenue W is a provincial highway. This proposal would increase on-street parking for customers and high turnover users (e.g. Loading vehicles, bussing, etc.) and be paired with the introduction of off-street parking for employees and longer-term users. See an excerpt of proposed redesign in Appendix 3.

Management Action 4: Maximize parking on 2<sup>nd</sup> and 7<sup>th</sup> Street to serve longer term users and free up street parking along 2<sup>nd</sup> and 3<sup>rr</sup> Ave.

Businesses have raised the issue of customer parking being taken up by employees, as well as a scarcity of spaces available for employees downtown that allows longer term parking. While this problem can be characterized as inadequate supply, it is also insufficient prioritization of parking. Parking prioritization controls who, when, and how long vehicles may park at a particular location to prioritize facility use. Prioritization may be promoted through regulations or pricing systems. In more convenient locations, such as on-street parking in front of businesses, users are often prioritized as such:

- Delivery and service vehicles.
- Vehicles used by people with disabilities.
- Rideshare and transit vehicles.
- Customers, tourists, and visitors.
- Employees and residents.
- Long-term vehicle storage.

Due to the increased capacity to accommodate parking to due to the relative widths, as well as their relative locations in the Downtown Core, staff have identified 2<sup>nd</sup> and 7<sup>th</sup> Streets between 3<sup>rd</sup> and 2<sup>nd</sup> Ave W as potential areas to serve longer term users. Within the next 1-3 years, this management action would involve changing the time restrictions to 4 hours along these streets to allow employees to remain parked in the same spot, with opportunity to move their vehicle at lunchtime, without penalty. In the longer term, this change may be followed by shortening of time restrictions along 3<sup>rd</sup> and 2<sup>nd</sup> Avenue W to promote higher turnover and further direct employees and longer-term users to not take up customer parking in front of businesses.

These changes would be implemented with an education campaign targeted at businesses and employees downtown and focused enforcement to promote a change in usage.

#### Management Action 6: Increase enforcement actions.

Parking management benefits from increased enforcement. In the next 1-3 years staff would look into ways that enforcement of parking regulations and management can be more efficient and increase compliance. This may include without limiting:

- Moving ticket payment into the provincial collections process to make residents accountable for payment.
- Increased methods of ticket payment, for example online payment systems.
- Increasing ticket penalties, which are currently set at \$20 and \$35 with opportunity for discounts on early payment.
- Implementing an online parking platform. This can allow enforcement officers to easily identify when a violation took place, the time and date a ticket was issued, and whether or not it has been paid yet.
- · Online ticket issuing.

#### Management Action 7: Implement an Interim Parking Wayfinding Strategy

A parking wayfinding system is an integrated electronic or signage system that indicates where parking lots are located and identifies regulations and pricing for each location. These systems can support locals and visitors find parking, reduce frustration at lack of parking, and shift thinking about the parking shortage.

While a wayfinding system would best be implemented as one piece of an integrated payment, enforcement, and wayfinding system, an interim plan may simply consist of identifying locations and regulations of existing parking downtown. For example, this can include the development of a brochure or putting existing parking information on the Go-Map or Prince Rupert website. An interim strategy can be updated or implemented into an online app once a comprehensive parking strategy is developed to allow easier ad-hoc adjustments.

#### Management Action 8: Work to Implement Electric Vehicle Charging Infrastructure

As electric vehicles (EV) become more accessible and gas-powered vehicles are phased out at national and provincial levels, it is important for Prince Rupert to accommodate growth in electric vehicles among its residents. This includes the implementation of EV charging infrastructure. EV charging infrastructure can be implemented in both private and public parking spaces. This management action may include increasing the required minimums of electrified stalls within our zoning bylaw, or by identifying areas within the City for new charging stations in order to direct new development.

### Recommendations:

**Recommendation 1:** Council should remove minimum parking requirements from a parking specified area (Appendix 2) in the City Core, providing that there is no loss of existing spaces.

**Recommendation 2:** Council should encourage shared parking agreements between private businesses, or between private businesses and the City, to optimize existing off-street parking. This can be done through the establishment of a Commercial Stall Lease License.

**Recommendation 3:** Council should direct staff to seek opportunities for land acquisition to develop public parking lots in the City Core as needed to serve longer term users, e.g.

employees. Specifically, Council should direct staff to direct resources to actioning an interim parking lot on Lot 9.

**Recommendation 4:** Council should direct staff to action management actions that maximize parking on 2<sup>nd</sup> and 7<sup>th</sup> Street to serve longer term users and free up street parking along 2<sup>nd</sup> and 3<sup>rd</sup> Ave.

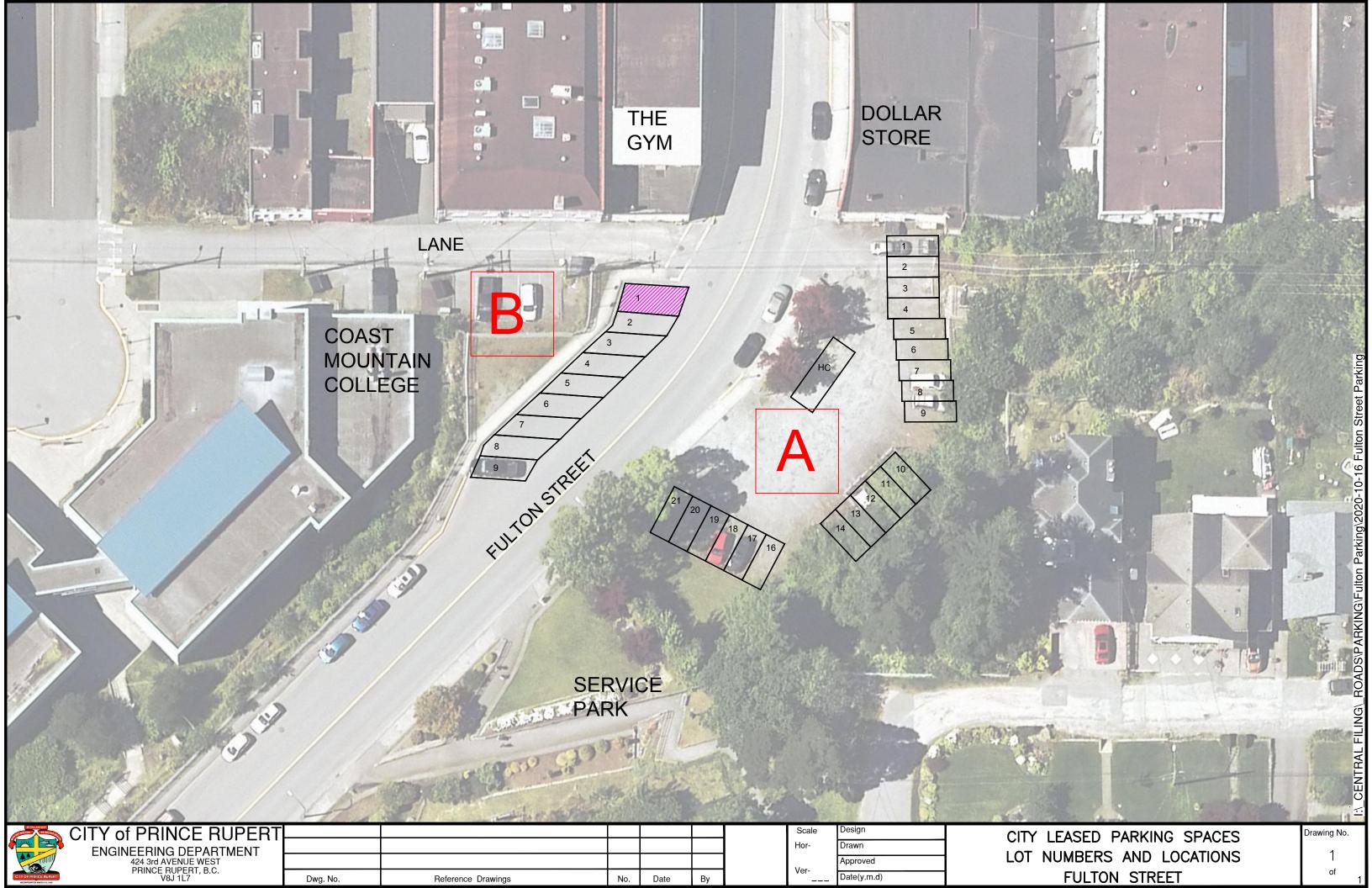
**Recommendation 5:** Council should direct staff to continue to work with the Province to reconfigure 2<sup>nd</sup> and 3<sup>rd</sup> Avenues W to add angled parking and implement a bike lane.

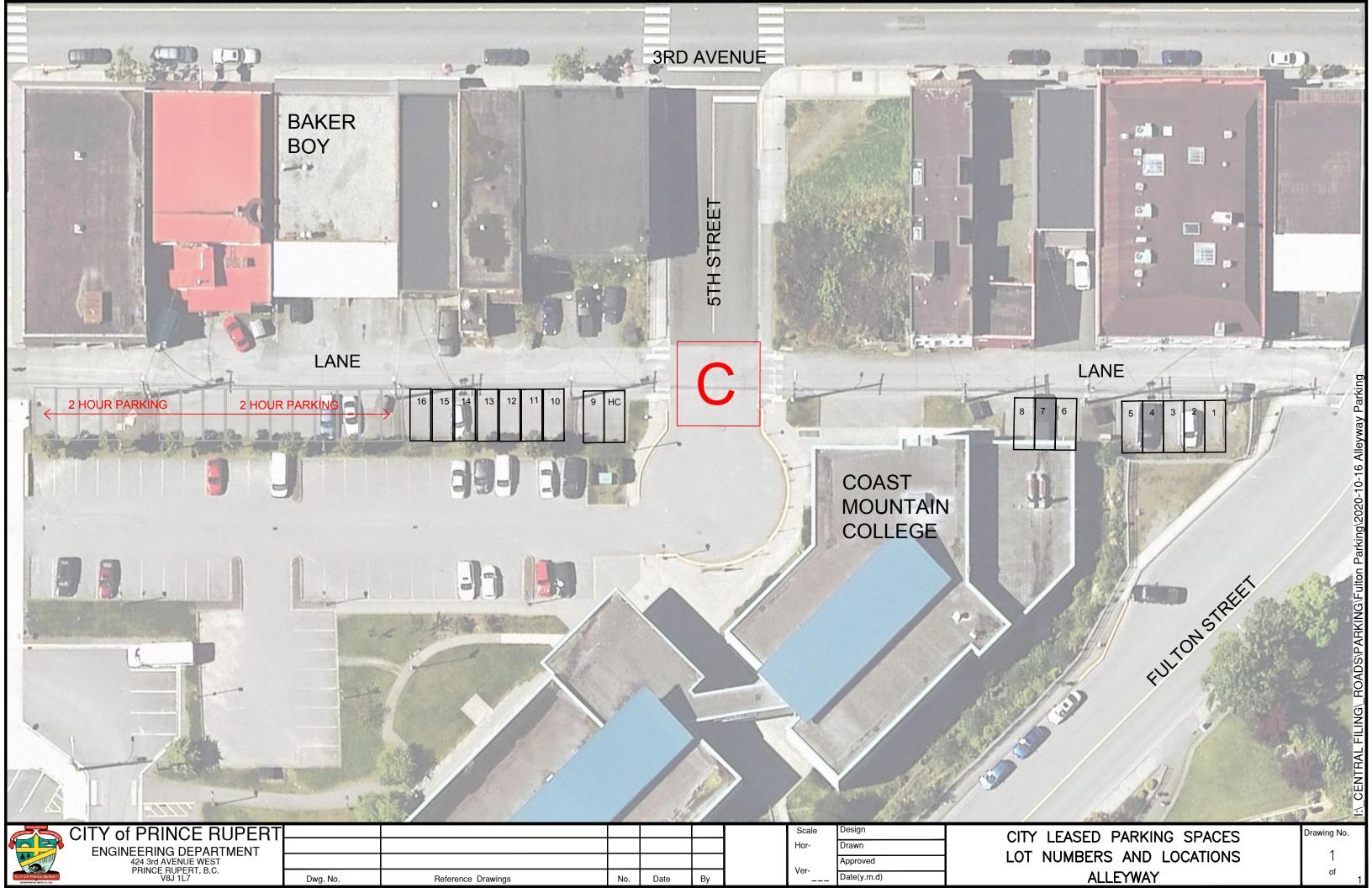
**Recommendation 6:** Council should direct staff to explore options for increasing parking enforcement actions.

**Recommendation 7:** Council should direct staff to develop and implement an Interim Parking Wayfinding Strategy

**Recommendation 8:** Council should direct staff to begin work on implementing more EV charging infrastructure in Prince Rupert.

## Appendix 1





## Appendix 2



Project #: 22-0038 Author: RB Checked: MP Status: FINAL

Revision: B
Date: 2022 / 6 / 27

Date: 2022 / 6 / 27 Scale: 1:7,200 Coordinate System: NAD 1983 UTM Zone 9N Data Sources:

Integrated Cadastral Information Society (ICIS)

City of Prince Rupert 2021 Orthophoto CITY CORE PROPOSED PARKING SPECIFIC AREAS Parking Specified Area



OPERATIONS DEPARTMENT

## Appendix 3



