RECOMMENDATION TO COUNCIL:

Whereas, a Parking Services Review was conducted in 2000 with recommendations approved by Kingston City Council; and,

Whereas, as a result of the Review, a Parking Advisory Committee was formed in August, 2002, to address some of the Review’s recommendations; and,

Whereas, the Parking Advisory Committee has studied parking issues in the City core; and,

Whereas, the Parking Advisory Committee has worked to align its recommendations with the preliminary work of the draft Transportation Master Plan; and

Whereas, Council approved in principle the Core Purpose, Vision Statement, Goals, Guiding Principles and Demand Area Criteria for Parking Services; and

Whereas Council resolved that staff develop an implementation plan for Council approval,

Therefore be it resolved, that Kingston City Council approve the implementation plan as contained in Council report 04-023 approving the package of parking and fine rates and maximum time limits (lengths of stay) as follows,

“First Hour Free” – incentive program in the attended lots, to replace the merchant sponsored parking stamp program.

Increase on-street parking time limits to 2 hours in High and Moderate Demand Areas from the current length of 60 minutes, 30 minutes and 15 minutes, and provide additional 5 or 10 minute complimentary pick up zones.
Increase off-street parking time limits to 3 hours in Moderate Demand Areas, and unlimited in Low Demand Areas from the current length of 60 minutes.

Install Pay and Display meters – replace parking meters and accept credit card payment.

Change meter/pay and display times to hours of active parking demand.
9:30 a.m. to 5:30 p.m. Monday to Saturday – Commercial areas (Downtown, Midtown)
8:00 a.m. to 5:00 p.m. Monday to Friday – KGH/ Queen’s area

Increase on-street parking rates to $1.50 per hour in High Demand Areas (this rate was approved by previous Council, but specific locations had not been determined). Rates at designated disabled spaces to remain at $1.00 per hour.

Maintain expired meter fine at $15.00, but increase the early payment amount from $7.00 to $10.00

Reduce Pay and Display fines from $25.00 to $15.00, with the early payment amount reduced from $20.00 to $10.00 (consistent with expired meter fines).

Increase monthly permit rates (including taxes) in the High and Moderate Demand Areas from $69.00 to $80.00 (High Demand), and $51.75 to $60.00 (Moderate Demand).

Remove the day-time maximum charge in attended lots which is currently set at $7.00.

And,

Further be it resolved that By-Laws 495, 4489 and 24 be amended to reflect these changes.

ORIGIN/PURPOSE:

A Parking Services Review was conducted in 2000, with recommendations adopted by City Council. As a result of the Review, a Parking Advisory Committee (PAC) was established in August, 2002, to advise the Parking Services Division on ways to improve the City of Kingston parking system in the context of the Transportation Master Plan.

The Parking Services Review also recommended that public policy objectives be developed. At its meeting on June 24, 2003, Council approved in principle the Core Purpose, Vision Statement, Goals, Guiding Principles, and Demand Area Criteria for Parking Services. They further requested that staff bring back to Council an implementation plan with recommendations for changes to the parking system.

OPTIONS/DISCUSSION:

Parking Advisory Committee

The Parking Services Division has been working with the Parking Advisory Committee (PAC) to develop a strategic direction for the delivery of parking services in the City of Kingston. The PAC has made deliberate attempts to have their recommendations aligned with the work in progress of the Transportation Master Plan. This is being accomplished by encouraging longer term parking on the periphery of the core and increasing monthly rates in the high demand areas. Further, it is
recommended that Parking Services pay for installation of bicycle racks in locations where meters are being removed.

A parking utilization study was conducted in the summer and fall of 2002 to determine occupancy, length of stay, and turnover in the downtown, Queen's/KGH, and residential spillover areas. The results were released in June, 2003 and the recommendations have been reviewed and considered.

Members of the Parking Advisory Committee bring a varied background and are as follows. Councillor Leonore Foster recently resigned from the committee in order to take on new challenges. Councillor Ed Smith has been appointed in her place, who was formerly representing the Downtown BIA on the committee. Nick Waterfield recently joined the committee.

Members:

- Councillors: Rick Downes (Chair), Ed Smith
- Community Reps: Barbara Allan, Michael Clarabut
- Downtown BIA: Bill Dalton, Nick Waterfield
- KEDCO: Peter Merkley
- Queens: Tom Morrow
- KGH: Dale Kenney

Resources:

- Mark Segsworth Commissioner, Operations
- Paula Nichols Manager, Parking Services
- Shirley Bailey Senior Policy Planner
- Doug Ritchie Manager, BIA

Core Purpose, Goals, Guiding Principles

At its meeting of June 24, 2003, Council approved in principle the Core Purpose, Vision Statement, Goals and Guiding Principles for Parking Services (see Appendix A). The recommendations contained in this report support what the Parking Services Division is trying to achieve, as articulated in the purpose and guiding principles statements.

Core Purpose

"The City of Kingston provides Parking Services to help retain and enhance the viability of the City core through support of local business, institutions, tourism and community-wide participation in social and cultural activities while ensuring the safety of our residents and visitors."

Vision Statement

"Parking, a key part of the transportation infrastructure which needs coordination in urban areas like roads or transit, is critical to the city core's economy. To make parking part of the solution to the challenge of competing land uses in the core area, it must be both planned and controlled in conjunction with other modes of travel, including walking, cycling, transit, and auto priorities. The City needs a comprehensive on-street/off-street parking strategy which includes short and long term, as well as public and private solutions, with supply and price considerations."

Chronology of Parking Advisory Committee Efforts
Parking Advisory Committee - formed August 2002
Core Purpose – Fall 2002
Vision Statement – Fall 2002
Situational Analysis, Local Parking Challenges, Municipal Comparators – Fall 2002, Spring 2003
Overview of City studies – Transportation Master Plan, Downtown Action Plan, North Block Study
Goals & Guiding Principles – Spring 2003
Parking Utilization Study – Summer, Fall 2002, report released spring 2003
Proposed Changes Developed – Summer 2003
Public Consultation – Fall 2003, report released early 2004
Recommendations to Council – March 2004
Implementation – Spring/Summer 2004

Parking Supply and Demand Management

Currently, there is no policy approach for on and off-street parking rates or maximum lengths of stay. The Parking Advisory Committee believes that the recommendations brought forward in this report will address many of the concerns raised regarding the inadequacies of parking in the City core, such as one-hour meters being not long enough and availability of high demand parking spaces, causing a "circle the block" syndrome.

These recommendations come after a thorough public consultation process on the proposed changes. Through the consultation effort, the general public commented on a wide variety of parking issues and concerns. Thoughtful responses were submitted both online and in-person – indicative of how serious the public considers the issue of parking to the health and viability of the City. The consultation has indicated parking stakeholders responded positively towards the implementation of incentive programs and lower cost options off-street, to go hand-in-hand with on-street proposals.

The Parking Utilization Study, authored by BA Group Transportation Consultants, recommended organizing the parking system according to the needs of high, moderate, and low demand area criteria as well as residential spillover parking areas. These were approved in principle by Council at its meeting on June 24, 2003, and are summarized in Appendix B.

The Demand Area Criteria guided staff and the PAC in developing the recommendations contained in this report, and will assist with the supply and demand management strategy, through pricing and time limit strategies (See Parking Strategy Summary – Appendix C). Recommended at this time are changes to High, Moderate and Low Demand Areas. Changes to the residential spillover parking areas will be considered by the Parking Advisory Committee in the future.

Another important component to managing and optimizing a parking system is the fine rates. The ultimate goal is to increase voluntary compliance of meter/pay and display payment, thereby reducing the number of parking tickets issued.

Public Consultation
The purpose of the public consultation effort was to gauge the response and obtain feedback about the proposed changes from various stakeholder groups. The consultation used a variety of methods, including:

- On-line survey and email submissions which generated over 600 responses;
- Street intercepts in the downtown, KGH and Queen’s areas which resulted in 40 interviews;
- One-on-one interviews with over 20 Downtown BIA members, KGH and Queen’s representatives; and
- Presentations and discussions with the Accessibility Advisory Committee, KGH Parking Committee, and the Sydenham Ward Tenants and Rate Payers Association

See Appendix E for report titled Parking in Kingston – Community Feedback on Parking Issues & Proposed Bylaw Changes.

As a result of the public consultation effort, and after much deliberation by the Parking Advisory Committee, the original recommendations have been adjusted. In general, community stakeholders accepted the proposed changes. The two proposals that people disagreed strongly with were:

- Increasing the on-street High Demand Area meter rate to $2.00 per hour. It is now recommended that the already approved on-street rate of $1.50 per hour be implemented in the High Demand Areas.
- Eliminating the early payment fine option for an expired meter, resulting in an expired meter fine of $15.00. This was seen as too punitive, and therefore, the recommendation is to increase the early payment charge by a more modest amount from $7.00 to $10.00.

**Rationale for the Recommended Changes**

The package of recommended changes is intended to influence people’s parking behaviours so that individuals use the parking product best suited for their needs, i.e. long stays versus short stays. It is recommended that rates and time limits be adjusted so that the High Demand Areas will have a greater turnover of vehicles creating more availability, than the Low Demand Areas. The changes for rates and time limits are depicted on the map in Appendix D.

It is anticipated that by implementing the package of changes, less parking tickets will be issued because the parking products are better suited to customer needs, and therefore, voluntary compliance is established.

"**First Hour Free**" – Replacing the existing City/merchant-sponsored “Parking Stamp Program”, this incentive program is to encourage people to park off-street at one of the attended lots/garages. The PAC believes there is great promotional and good will opportunity with this program and that it will encourage more people to visit downtown and stay longer.

The Cities of Peterborough, Windsor, and Burlington (Vermont) currently offer this program and have found a positive response from the public. In Burlington, Vermont the downtown business association contributes to the cost of the program by way of a special business levy. The Cities of Kitchener, Guelph and Victoria used to have this program in place. As a stand alone program, they found it costly to their municipality, and the merchants found that it had the opposite effect on the
shoppers, that is, shoppers rushed to get back before their “free parking” expired. Also, if the designated lots are full, it may frustrate parkers who wish to take advantage of the “first-hour free” program.

As well as the promotional opportunity however, the PAC believes that the program will draw more people to stay longer, thereby increasing parking revenues. The Downtown BIA has committed to promoting this program, replacing the current contribution by the merchants toward the stamp program.

The success of this program will be measured by increase in utilization in these lots and revenues, and consideration to the length of stay ratios.

Other incentive programs considered were:
- 2nd hour free
- incentive programs for underutilized lots in periphery
- continue the existing program, but enlist more participation from downtown merchants

2-hour time limits – This change is geared towards better meeting the parkers’ needs. It has been frequently noted that shoppers, diners, patients and students need more than one hour to do their business. Too often, people receive a parking ticket because they required just over the one-hour length of stay that the on-street meters currently allow. Off-street meters/Pay and Display in the High Demand Areas would also be limited to 2 hours, except the Waterfront Lots near KGH it is recommended that the limit be 3 hours, to permit longer stays where needed. This is consistent with other Cities who have 90-120 minute time limits. The risk associated with this change is that a reduced turnover in parking may occur. By increasing the amount of time a vehicle is permitted to park at the on-street meters, it is natural to assume that people will utilize this extra time.

It is recommended that all existing meters, 15, 30 and 1 hour in duration be converted to a minimum of 2 hours. This report recommends increasing the number of 5 and 10 minute complimentary zones at appropriate locations.

3 or 4 hour time limits – In the Moderate and Low Demand Areas located on the periphery of the City core, it is recommended that longer stays be permitted. This is an incentive for people who are willing to walk a distance be permitted a longer length stay at the meter or Pay and Display space.

Pay and Display meters - Pay and Display meters issue receipts and will accept credit card payment, thereby enhancing customer convenience. Also, they are more efficient to maintain than the traditional parking meter. It is the intention of the Parking Services Division to replace all parking meters, where practical, with the Pay and Display meters over a multi-year period. It is also recommended that a machine be installed in the Frontenac Lot (formerly the PUC Bus Barns) to permit both monthly and hourly/daily parkers. The capital budget reflects this program. Other municipalities that have installed Pay and Display meters have met with positive customer feedback. There will however, be some people who may feel inconvenienced to have to walk ½ block to the payment machine. It is hoped however, that this will be counter balanced by the increased convenience of credit card payment. It should be noted, that the designated disabled meters will remain located next to the designated stall.
**Meter Payment Times** – To match hours of active parking demand, it is recommended that the required payment times for meter/Pay and Display be changed. In the commercial areas, downtown and midtown, businesses are generally open from 9:30 a.m. to 5:30 p.m., Monday to Saturday. Likewise, in the KGH/Queen’s area, clinics and classes are generally from 8:00 a.m. to 5:00 p.m., Monday to Friday. Enhanced signage and labels on the equipment will educate the public as to when meter/Pay and Display payment is required.

**Increase High Demand Area meter rates to $1.50 per hour** – The rationale for this change is to encourage drivers to park vehicles in off-street lots at a lower cost, in order to increase the number of on-street spaces available for short-term parking. This recommendation is combined with the incentive programs of first-hour free in the attended lots, and lower rates in the off-street lots. It is anticipated that some people will be willing to pay more for the convenience, or choose to walk a little further for the lower rate. It is further recommended that the rates for the designated disabled spaces remain at $1.00 per hour.

The $1.50 per hour at on-street meters is already in effect on the south side of Stuart St. by KGH. This rate was also approved by Council for implementation in the downtown by By-law 495, sec. 50: “that rates for on-street parking meters in prime locations, be set at $1.50 per hour, it being understood that prime locations will be identified in conjunction with Downtown Kingston BIA.”

**Expired Meter Fine** – It is recommended that the early payment amount for an expired meter fine be raised to $10.00 from $7.00. The higher amount will discourage parkers from using the fine as the fee, and encourage voluntary compliance. With the package of changes, it is anticipated that fewer parking tickets will be issued as the recommended changes are a better match with parkers needs. This program may also attract negative feedback, as no one likes to pay more for fines.

**Expired Pay and Display Fine** – With the installation of Pay and Display meters to replace parking meters, it is logical that the fines should be rationalized. Currently, the set fine for an expired Pay and Display is $25.00, compared to a meter fine of $15.00. Early payments also differ, Pay and Display currently being $20.00 and meter being $7.00. Therefore, the new fines for expired Pay and Display are recommended to be set at $15.00, with a $10.00 early payment amount option that is consistent with the recommendations for the expired metered fine.

**Increase Monthly Permit Rates** – In High and Moderate Demand Areas, it is recommended that the monthly permit rates, including taxes, be increased from $69.00 to $80.00 (high demand), and $51.75 to $60.00 (moderate demand). At most of these lots there is a long waiting list, and very little turnover of permits exists. It is suggested that monthly permit rates in the Low Demand Areas on the periphery, be maintained as is. In these lots, there is currently availability.

**Remove Day Time Maximum at Attended Lots** – As the attended lots are located in the core of the High Demand Area of the downtown, it is recommended that the day time maximum be removed. This pricing change is intended to encourage all-day parkers to not occupy prime High Demand spaces. It is recommended that a daily maximum of $5.00 will now be offered at the Frontenac Lot, currently, an underutilized lot.

The consultation report *Parking in Kingston – Community Feedback on Parking Issues & Proposed Bylaw Changes* states that “it is felt that in order to successfully implement an increase in high-demand area meter rates, strong incentives would be required to attract a downtown clientele. Incentive
programs such as First Hour Free, Courtesy Coupon programs and options for lower cost parking in attended and off-street lots would need to go hand-in-hand with the proposed plans”.

It is imperative that the proposed changes be viewed as a package, rather than focusing on each item in isolation. The Parking Advisory Committee is optimistic that the package of changes will improve the “brand image” of the City of Kingston and city core.

**Implementation Plan**

The implementation of the recommended changes coincides with the installation of Pay and Display meters. Machine installation, signage and changes to meter information would be coordinated over the summer and fall. Changes would come into effect as soon as the area is appropriately equipped with signage and equipment is programmed accordingly, as per by-laws 495, sec.22 and 4489, sec. 52.

**Communications Plan**

The importance of communicating the changes to the public is recognized as being very important. A communications plan has been developed to deliver key messages to the various stakeholder groups. Appendix F is a summary of the communications plan.

**Next Steps**

The Parking Advisory Committee still has several issues to consider:

- review potential short and long term solutions for the KGH/Queen’s parking pressures
- review truck loading/pick up zones – number and locations
- review parking regulations on residential streets

**EXISTING POLICY/BY-LAW:**

Parking By-laws Nos. 495, 4489, 24

**LINK TO STRATEGIC PLAN:**

Parking is a key component of the Transportation Master Plan, one of the eight priority areas identified as part of the Focus Kingston Strategic Plan. Also, parking strategies can impact the economic health of a community.

**FINANCIAL CONSIDERATIONS:**

A high level estimate of the proposed changes indicates that the cost of the program changes will net to zero. It is estimated that increased revenues will be achieved though the Pay and Display meters, increasing the meters to two hours duration and increasing the meter rates in the high demand area. This is predicted to offset the costs of the “1st Hour Free” program and reducing times when meter payment is required. It is anticipated that voluntary compliance of fee payment will increase (good revenue) and the number of parking tickets issued will decrease (bad revenue). It is recommended that the financial impact be monitored and reviewed on an on-going basis.
CONTACTS:

Paula Nichols, Manager, Parking Services, 546-4291, ext. 1279
Mark Segsworth, Commissioner, Operations, 546-4291, ext. 1345

DEPARTMENTS/OTHERS CONSULTED AND AFFECTED:

Parking Advisory Committee
Planning and Development Services – Manager, Engineering Division; Traffic Coordinator

NOTICE PROVISIONS:

As per by-law 495, section 22, and by-law 4489, section 52, “changes to meter rates shall not be effective until the necessary installation of metering devices or mechanical changes or otherwise have been made to effect the change and until suitable signs have been installed”.

APPENDICES:

Appendix A – Parking Services – Core Purpose, Goals and Guiding Principles
Appendix B – Parking Demand Areas
Appendix C – Parking Strategy Summary Chart
Appendix D – Map Depicting Areas Where Recommendations Apply
Appendix E – Report on Public Consultation (distributed separately)
Appendix F – Communications Plan Summary
Bylaw Amendments (distributed separately)

Mark Segsworth
Commissioner, Operations

Bert Meunier
Chief Administrative Officer
APPENDIX A
Report to Council – 04-023

City of Kingston – Parking Services
Purpose, Goals and Guiding Principles

The “Core Purpose” for Parking Services, endorsed in principle by Council describes why the municipality is in the parking business. It was developed incorporating Parking’s contributions to the primary public policy objectives of the municipality:

- Economic Sustainability
- Community Development
- Public Health and Safety
- Environmental Sustainability
- Wealth Redistribution
- Accessibility

Core Purpose

“The City of Kingston provides Parking Services to help retain and enhance the viability of the City core* through support of local business, institutions, tourism and community-wide participation in social and cultural activities while ensuring the safety of our residents and visitors.”

The Vision Statement reflects the future, the ideal state of parking:

Vision Statement

“Parking, a key part of the transportation infrastructure which needs coordination in urban areas like roads or transit, is critical to the city core’s* economy. To make parking part of the solution to the challenge of competing land uses in the core area, it must be both planned and controlled in conjunction with other modes of travel, including walking, cycling, transit, and auto priorities. The City needs a comprehensive on-street/off-street parking strategy which includes short and long term, as well as public and private solutions, with supply and price considerations.”

* City core is defined as the area bounded by Sir John A. Macdonald, Concession, the Cataraqui River and Lake Ontario.

The following goals and guiding principles were developed by the PAC with an effort to align them with the preliminary work of the draft Transportation Master Plan.
Goals
1. Better match parking supply and demand
2. Respond to the City’s Transportation Demand Management and non-auto mode objectives
3. Encourage the City’s preferred land use and development pattern objectives
4. Ensure financial accountability

1. Better Match Parking Supply and Demand

- Guiding principles:
  a. Short term parking close to the destination is available for customers, patients and visitors.
  b. Longer term parking (employees, all day users) is best situated on the periphery of demand generators.
  c. Regulate parking on residential streets.
  d. A customer service focus is integral to the operations of Parking Services.
  e. Identify user groups and match supply to appropriate demand.

2. Respond to City’s Transportation Demand Management and Non-auto Mode Objectives

- Guiding Principles:
  a. Growth in non-auto modes of transportation needs to be encouraged.
  b. The auto will continue to be the primary mode of travel; demand for parking will likely increase as the population increases, and this demand needs to be accommodated.
  c. Support the validity of the goals of the City’s Transportation Master Plan.

3. Encourage the City’s Preferred Land Use and Development Pattern Objectives

- Guiding Principles:
  a. Parking policy should support land use policy.
  b. Optimize on-street parking opportunities.
  c. In conjunction with recommendations from studies affecting parking, the long term demand for parking needs to be forecast. This can be used to form a policy on what to do as the current off-street supply is developed (Market Square, Block D, North Blocks).
  d. The residential cash in lieu policy should be reviewed so a policy of the % of the cost of constructing a new parking stall is considered. Cash in lieu is contributed to the parking reserve fund.
  e. Continue to encourage full lot coverage for commercial development, with no cash in lieu policy.
  f. Design of new parking development fits in with core architecture. Design guidelines for parking facilities address such matters as:
i. Building location relative to the street (setbacks)
ii. Multiuse – commercial space on the ground floor
iii. Definition and delineation of clear pedestrian routes through lots
iv. Lighting
v. Pedestrian security
vi. Drainage
vii. Landscaping/aesthetics

4. Ensure Financial Accountability

- **Guiding Principles:**
  a. Net operating revenues are contributed to the Parking Reserve Fund for infrastructure improvement and/or development.
  b. Parking related debentures, debt servicing and parking improvements (e.g. shuttle, park 'n ride) will be financed from the Parking Reserve Fund.
  c. The City may participate in new parking initiatives that meet public policy objectives.
  d. The City will invest in new off-street parking where there is a clear need, the private or institutional sector cannot meet the need on its own, and there is a significant net economic benefit to the City core.
  e. Consider other financing tools to lever additional parking initiatives.
  f. A focus of operations and programs is on increasing the ratio of fee revenue to fine revenue.
  g. Operations and programs that encourage compliance.
City of Kingston – Parking Services

Parking Demand Areas

<table>
<thead>
<tr>
<th>Parking Demand Areas</th>
<th>Criteria</th>
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<tbody>
<tr>
<td>High Demand Area</td>
<td>On-street parking occupancy exceeds 80% at peak. Parking facilities are focal to a major demand generation point*.</td>
</tr>
<tr>
<td>Moderate Demand Area</td>
<td>On-street parking occupancy is between 50-80% at peak. Parking facilities are peripheral to a major demand generation point*.</td>
</tr>
<tr>
<td>Low Demand Area</td>
<td>On-street parking occupancy is less than 50% at peak. Parking is available on a casual basis.</td>
</tr>
<tr>
<td>Residential Spillover Area</td>
<td>An area associated with a higher demand zone, which offers overflow capacity during higher demand periods.</td>
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</tbody>
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* Demand Generation Point = a fixed commercial, institutional, or other attraction which serves as a destination point for vehicle drivers who wish to park.
City of Kingston – Parking Services
Parking Strategy Summary

Desired State

Divisional Reason to Be

Goals

Guiding Principles

Strategies

Transportation Master Plan

Vision

Core Purpose

Supply & Demand

Transportation Demand Management

Land Use

Financial Accountability

a.
b.
a.
b.
a.
b.
a.
b.

Supply and Demand Management Strategy

TBD

TBD

TBD
## Parking Services - Communications Plan Summary

<table>
<thead>
<tr>
<th>Appendix F Report 04-023</th>
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<tr>
<td>DT - merchants</td>
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<tr>
<td><strong>C1</strong> Internal Newsletters</td>
</tr>
<tr>
<td><strong>C2</strong> Flyers/Brochures</td>
</tr>
<tr>
<td><strong>C3</strong> Presentations</td>
</tr>
<tr>
<td><strong>C4</strong> Promotions e.g. incentive &amp; courtesy programs, permits, other transit options</td>
</tr>
<tr>
<td><strong>C5</strong> Media Advertising -- web, radio &amp; print</td>
</tr>
<tr>
<td><strong>C6</strong> Parking Pointers</td>
</tr>
<tr>
<td><strong>C7</strong> Email Listserv</td>
</tr>
<tr>
<td><strong>C8</strong> Inserts/Mailers</td>
</tr>
<tr>
<td><strong>C9</strong> Media Relations</td>
</tr>
<tr>
<td><strong>C10</strong> Other e.g. ticket/courtesy coupon messages; street &amp; lot signage; Word of Mouth; champions, staff, BIA, message on meters/P&amp;D</td>
</tr>
</tbody>
</table>

Revised: 2004-02-17