



City of Kingston
Report to Environment, Infrastructure & Transportation Policies Committee
Report Number EITP-16-010

To: Chair and Members of the Environment, Infrastructure and Transportation Policies Committee

From: Denis Leger, Commissioner of Transportation, Facilities & Emergency Services

Resource Staff: Sheila Kidd, Director, Transportation Services

Date of Meeting: June 14, 2016

Subject: On-Street Parking Program – Update

Executive Summary:

An On-Street Parking Program was developed in 2013 to address the long history of commuter vehicles parking on residential streets in areas that are located near institutions and major employers. In the parking industry, this is referred to as the spillover effect and it can occur because commuters are seeking free parking and/or because there is no long-term parking available.

Since the program was introduced, it has been implemented in two areas, primarily addressing neighbourhoods surrounding Hotel Dieu Hospital, Queen University, and Kingston General Hospital. The program also identified neighbourhoods close to Rideaucrest Home and Providence Manor, St. Mary's of the Lake Hospital, and St. Lawrence College as potential areas for future implementation.

Since the original program areas were presented, increased development activity and a variety of land use changes have created parking pressures in other neighbourhoods. This has prompted the need to review and update the program areas.

The purpose of this report is to provide an update on the areas where the on-street program has been implemented and to propose new and updated areas and implementation timelines.

Recommendation:

That the Environment, Transportation and Infrastructure Policy Committee recommend that Council adopt the proposed revised On-Street Parking Program areas and the recommended timelines for implementation as outlined in Report EITP-16-010.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Denis Leger, Commissioner,
Transportation, Facilities &
Emergency Services**

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

Gerard Hunt, Chief Administrative Officer

Consultation with the following Members of the Corporate Management Team:

Cynthia Beach, Corporate & Strategic Initiatives	Not required
Lanie Hurdle, Community Services	Not required
Jim Keech, President and CEO, Utilities Kingston	Not required
Desiree Kennedy, Chief Financial Officer & City Treasurer	Not required

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Options/Discussion:

When major activity centres or trip generators, such as healthcare and educational institutions, are located adjacent to residential neighbourhoods, commuters often park on nearby streets. The extent that on-street parking is taken up by commuters is directly related to the cost and availability of parking options in the area. On-street parking in residential neighbourhoods that is unregulated and free, and within a reasonable walking distance (500–1000 metres representing a 10-15 minute walk) of a major trip generator, can become congested with commuter parkers, creating parking concerns for residents. Referred to as the spillover effect, this problem is typically addressed by applying time-of-use parking restrictions that discourage all-day parking.

While it is preferable that trip generators provide adequate parking supply to meet the parking demand they create, businesses and institutions often rely on the City's parking supply (both on and off-street) to help meet demand.

To address the spillover problem, while maintaining the ability to rely on the on-street spaces as part of the City parking supply, staff developed an On-Street Parking Program. The Program designed to optimize and balance the use of on-street parking on residential streets near major activity centres was first introduced in 2013.

On-Street Parking Program

The On-Street Parking Program has two components:

1. The first component involves adding time-of-day restrictions to unregulated streets. These regulations restrict parking for a period of time in the morning and afternoon (such as no parking between 9:00 a.m. and 10:00 a.m. and between 1:00 p.m. and 2:00 p.m., Monday to Friday) to disallow all-day parking.
2. The second component of the program involves issuing a limited number of permits to exempt parkers from these restrictions, thereby controlling the number and type of parker that can use the spaces.

These two components are supported with an increase in parking by-law enforcement. The increased enforcement presence ensures compliance to the new parking regulations and that all permit users are respecting the program requirements. By-law officers also monitor parking occupancy, report operational issues back to the Parking Services team, and educate permit holders, parkers, and residents on the intent of the program.

Neighbouring residents or their visitors do not need to purchase a permit if they are able to abide by the time-of-day parking restrictions in the permit zone. Permits are available for residents and/or their visitors who require an exemption from the restrictions.

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The program also includes the option to sell a controlled number of commuter permits on residential streets. This option increases the overall parking supply that can be used to meet changing demand conditions. The volume of commuter permits issued is limited to ensure an oversupply situation is not created.

When the program was originally adopted in 2013, EITP Report 13-008 indicated the following areas and timelines for implementation.

- Area 1 – (Fall/Winter 2013) – Hotel Dieu Hospital Area
- Area 2 – (Spring/Summer 2014) – Queen’s/KGH Area – to manage displaced parkers when cycling lanes are implemented on Brock/Johnson and University Avenue.
- Area 3 – (Fall/Winter 2014) - McBurney Park/Providence Manor/OHIP Area
- Area 4 – (Spring/Summer 2015) - St. Lawrence College Area
- Area 5 – (Fall/Winter 2014) - St. Mary’s of the Lake Hospital Area

Since that time, the areas have been relabelled A through E as illustrated as Exhibit A – Original On-Street Parking Program Areas. The timelines have shifted significantly in response to resident input and in consideration of the amount of work required to implement.

The program was implemented in the HDH/Sydenham District area (Area A) in October 2013, primarily to support pending clinic changes at HDH that would generate an increase in parking demand. HDH controls a very limited supply of parking and therefore most of the supply is provided by the City at the Chown Memorial parking garage. The sale of commuter permits on residential streets in this area provided an on-street parking opportunity for commuters who were occupying all-day spaces at the Chown, thus freeing up these spaces for hospital patients and visitors. The program has been successful in that it enabled HDH to meet the new patient demand in the short term, without having to construct new parking spaces.

The program was implemented in the area around Queen’s University (Queen’s) and Kingston General Hospital (KGH) (Area B) in May 2015. This is a large area that is quite different from Area A and presented some unique challenges because there was a significant volume of commuters that were parking free on the residential streets in this area and there was a significant supply of paid parking available through the University. As a result, it was determined that the City would only sell a limited number of commuter permits in a few zones in this area, thereby encouraging commuters to secure parking options through their employer or consider alternate modes of travel.

Overall, the program has proven to be quite successful at achieving the desired objectives. Streets that were primarily used by commuters prior to introducing the program are much less congested and the remaining parking is dispersed ensuring on-street space for residents and visitors. Motorists no longer drive through these neighbourhoods seeking an available, free

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parking space and a significant number of commuters have switched to transit for their daily commute.

The number of Queen's and KGH employees who are participating in Kingston Transit's Transpass employer program has grown significantly, since the on-street program was implemented in Area B. Transpass customers represent a very important class of rider because they are committed monthly pass holders who would otherwise commute by automobile. In April 2015, a total of 472 Queen's and KGH employees (208 Queen's and 264 KGH) were enrolled in the Transpass program. The number of participants has increased to 698 (294 Queen's and 404 KGH) as of April 2016. These 226 additional enrollments represent a 47.8% year over year increase, which can be attributed in part to the implementation of the On-Street Parking Program and in part as a result of enhanced transit service.

As anticipated, introducing the program to this area has resulted in new parking congestion concerns on neighbourhood streets just beyond the Area B boundary. These issues have been addressed by adding restrictions to some street blocks on streets such as Napier, Earl and Willingdon. Staff is committed to ongoing monitoring and responding to resident concerns post implementation.

Implementation Process

There is a significant amount of planning work required to implement the program in each area. This includes a review of existing parking regulations, street block measurements, and block-by-block observations to gain a better understanding of the current parking supply, occupancy and patterns, and consultation with the area residents and stakeholders. The original on-street parking program identified the following implementation approach.

1. An on-street parking area will be defined.
2. The total number of parking spaces within the area and existing regulations will be identified.
3. The parking space allocation will be determined. (This includes identifying zones within an Area, and the identification of required short and medium term parking supply.)
4. The allocation of permit types will be defined.
5. Regulation changes to establish metered parking and/or new time restriction regulations will be identified.
6. The area will be divided into zones, with each being assigned a zone name.
7. Consultation with stakeholders, including area residents will take place.
8. The amending by-law will be presented to Council to establish the zones and pricing.
9. Permits will be sold in accordance with the program operating guidelines.

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Experience has demonstrated that successful implementation requires a thorough understanding of the available private and off-street parking supply, the unique characteristics of each area, and the needs of the residents. To facilitate this understanding, the consultation process has been updated to include an initial public information meeting in the proposed area, staying connected throughout the planning process with neighbourhood associations and/or area representatives, and a final public session to explain the proposed regulation changes, on a block-by-block basis prior to making final recommendations to Council.

Updated Program Areas and Timelines

Increased development activity and land use changes in a variety of areas since the original on-street program areas were presented has created parking concerns in areas of the city that were not originally identified as candidates for the on-street program. This has prompted a review of the current program areas and identification of new program areas. The rationale for these changes and estimated implementation timelines are outlined below and illustrated in Exhibit B – On-Street Parking Areas – Update.

Area A – Hotel Dieu Hospital area, implemented in October 2013

No changes to the current boundaries or operation of this area are anticipated. Kingston Transit is continuing to work with the commuters and employers in this area to shift them onto the expanded transit service.

Area B – Queen’s University and Kingston General Hospital area, implemented in May 2015

No changes to the current boundaries or operation of this area are anticipated. Parking issues being experienced on the northern and western boundaries of this area will be addressed by Area G and Area E respectively.

Area C - Inner Harbour Neighbourhood, Rideaucrest Home and Providence Manor area

The original boundaries for Area C have been expanded northerly to Stephen Street to encompass more of the residential areas of the Inner Harbour neighbourhood and align with the eastern boundary of the Williamsville Area (Area F). These adjustments are being made based on the experience gathered from the Area B implementation and the distance that parkers, particularly commuters, were willing to walk to their destination.

Initial public consultation to introduce this program to the area residents was held on June 6, 2016. Background information on the existing street regulations and available on-street parking spaces has been collected.

Implementation of the on-street program for this area is planned in spring 2017.

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Area D – St. Lawrence College and Providence Care Hospital area

Currently, a number of residential areas experience parking congestion due to the demand created by St. Lawrence College and this is expected to increase with the opening of the new Providence Care Hospital in 2017. St. Lawrence College charges for parking at their site as will the Providence Care Hospital, and it is expected that there will be increased spillover into the surrounding neighbourhood. Background information on this area is being collected this summer and fall. Initial consultation with area residents and stakeholders is planned for fall 2016.

Implementation is planned for the fall of the 2017, to correspond with the start of the school year and opening of the hospital.

Area E – St. Mary's of the Lake Hospital Area

The daytime on-street parking pressures associated with the St. Mary's of the Lake Hospital are expected to decline as the services provided at this facility shift to the new Providence Care Hospital. The surrounding residential blocks are largely regulated with time-of-day restrictions and the majority of the residential properties have access to a driveway that reduces demand for residential parking.

This area will be monitored for parking issues and implementation will be determined at a later date.

Area F – Williamsville North (NEW AREA)

The Williamsville neighbourhood north of Princess Street, from Division Street to MacDonnell Street, has experienced increased parking spillover on the residential streets from commuters seeking free parking options that are no longer available to the south in Area B. Williamsville is also the subject of increased development activity that is resulting in an increasing need for on-street regulations for all types of parkers.

Initial public consultation to introduce this program to the area residents was held on June 15, 2016. Background information on the existing street regulations and available on-street parking spaces has been collected. Implementation of the on-street program for this area is planned in summer 2017.

Planned implementation – Summer 2017

Area G – Williamsville South (NEW AREA)

This area, bounded by Princess Street, Johnson Street, Sir John A. MacDonald Boulevard, and Victoria/MacDonnell Streets, is expected to see parking spillover from parkers seeking free options that are no longer available in Area B and Area F. Increased commuter spillover may also occur as development increases along Princess Street in the Williamsville neighbourhood.

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Some blocks in the southern portion of this area (Napier, Graham, and Regent) have already experienced some parking spillover from Area B and the City has implemented time-of-day restrictions to address these concerns in the short term. Staff will continue to monitor the blocks that border Area B and Area F and address if needed. Timing for the full implementation of Area G will be determined at a later date.

Existing Policy/By Law:

Not applicable.

Notice Provisions:

Not applicable.

Accessibility Considerations:

Not applicable.

Financial Considerations:

The enforcement required for Area C and Area F can be provided within existing staffing levels. The addition of Area D will likely require one additional part-time resource and will be submitted as part of the 2017 budget submission.

Contacts:

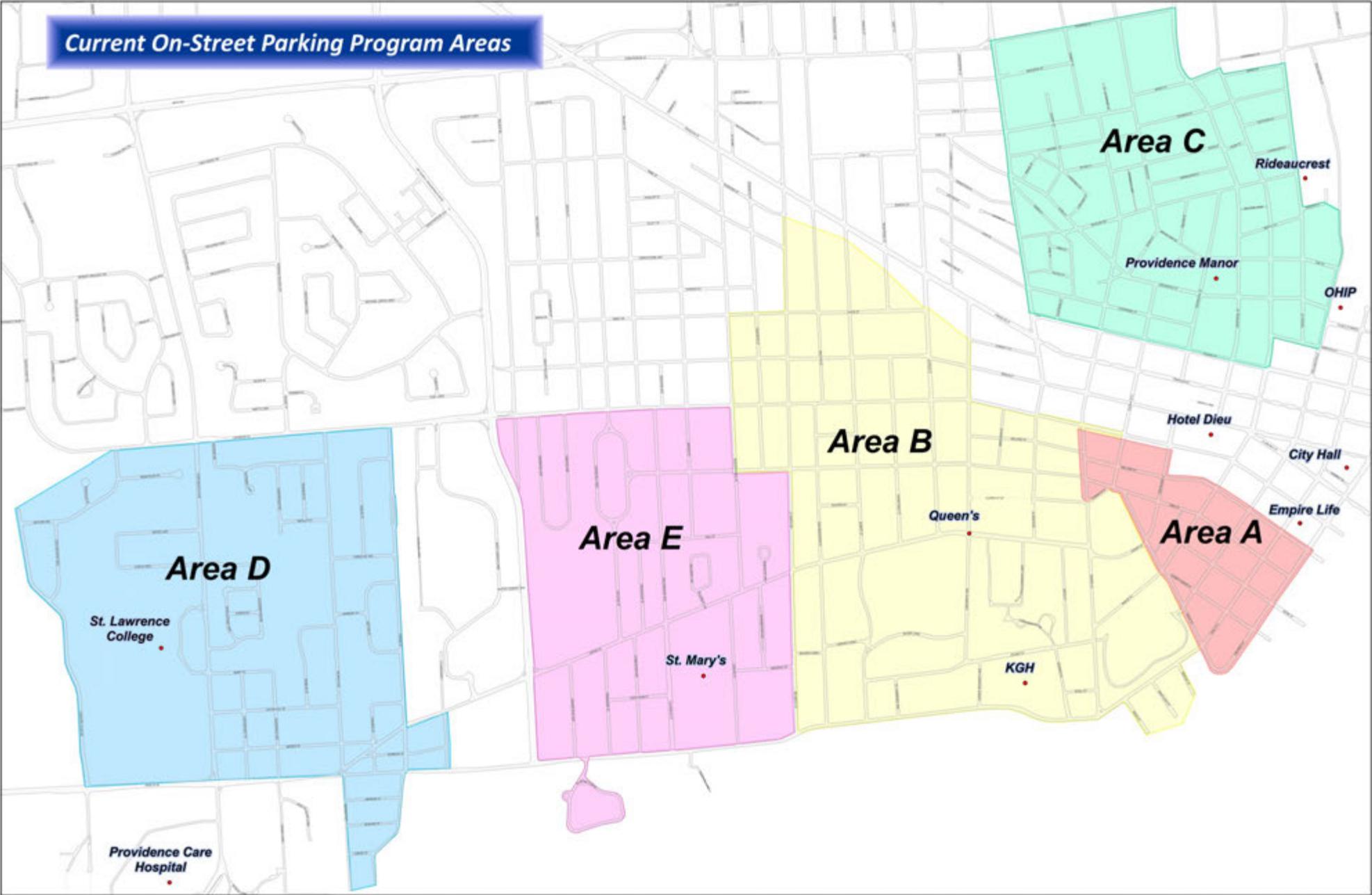
Sheila Kidd, Director of Transportation Services, 613-546-4291, Extension 2221
Ian Semple, Manager Service Development, 613-546-4291, Extension 2306

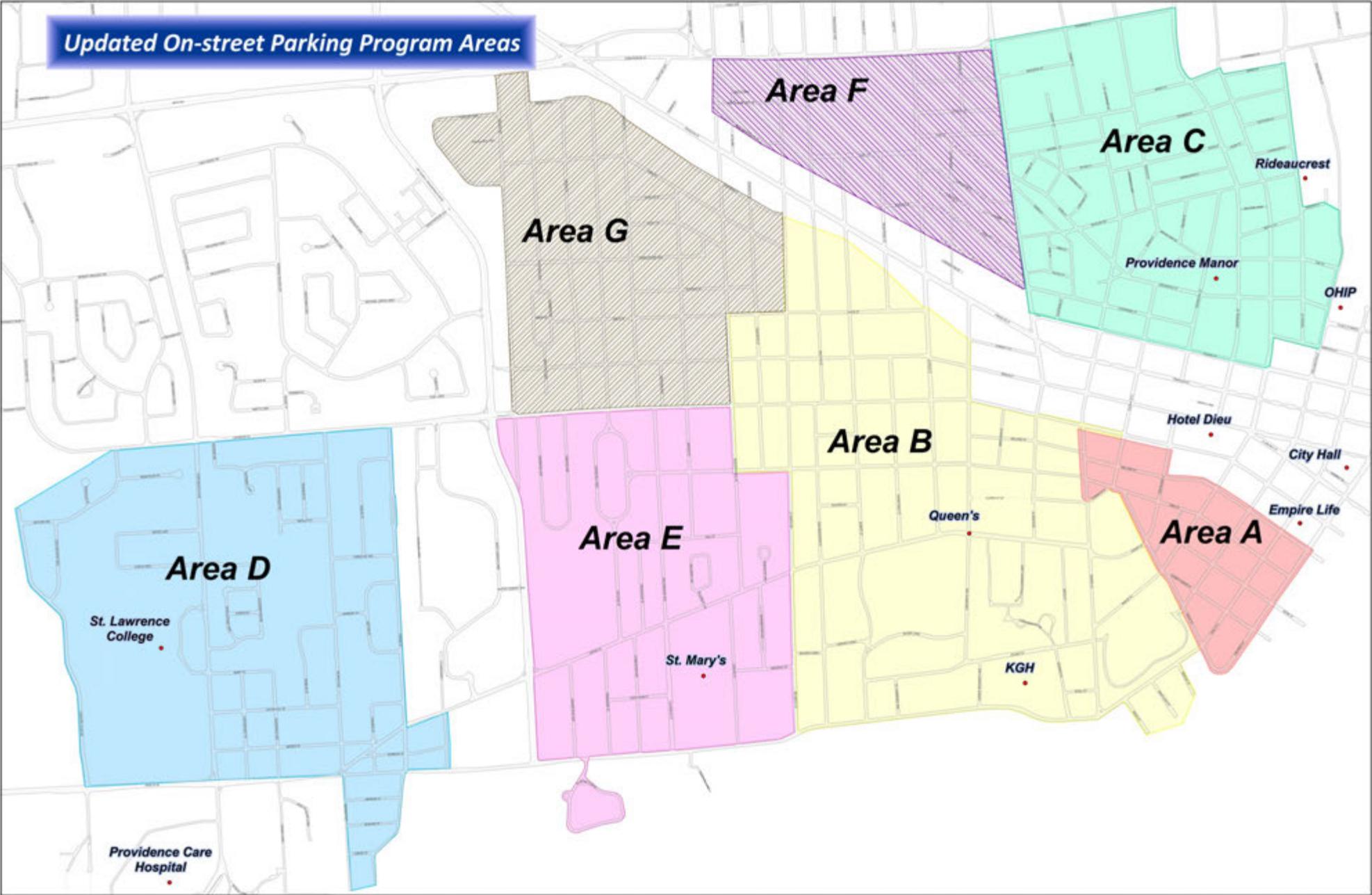
Other City of Kingston Staff Consulted:

Not applicable.

Exhibits Attached:

- Exhibit A – Current On-Street Parking Program Areas
- Exhibit B – Updated On-Street Parking Program Areas





City Of Kingston

Information Item To The Kingston Environmental Advisory Forum

To: Kingston Environmental Advisory Forum

From: Tom Carpenter, Chair

Date Of Meeting: May 30, 2016

Subject: 2015 KEAF Report Card

Summary of the Discussion Item:

The Kingston Environmental Advisory Forum (KEAF) is an advisory committee of Council which reports to the Environment, Infrastructure & Transportation Policies Committee. KEAF is composed of two members of council, twelve public representatives and seven technical representatives.

The purpose of the forum is to draw on knowledge within the Kingston community, to broaden public information and consultation on environmental issues, and to provide advice and information. The Forum brings together experts in environmental matters from community institutions, authorities and practitioners, and representatives of the public to collaborate, on a volunteer basis, on specific projects designed to support the environmental aspects of City Council's Priorities and the Sustainable Kingston Plan.

As per Section 2.5 of the Committee By-Law, the Committee is required to provide Council with a report summarizing the activities undertaken by KEAF during 2015. It will become evident that 2015 served as a period of re-focus and re-growth for the Committee. In addition, this Report will highlight the accomplishment of various working groups, a summary of staff reports and motions considered as well as the outcomes of the strategic work planning process.

Recommendation:

That the 2015 Kingston Environmental Advisory Forum Report Card be approved as a summary of the work accomplished by KEAF.

Discussion:

KEAF met on seven occasions in 2015. During this period the Committee heard from three delegations and gave consideration to seven staff reports. KEAF members were actively involved with many working groups. As mentioned the focus of KEAF's year was the strategic planning exercises held in the fall.

Delegations:

During 2015 KEAF received three delegations who spoke to the Committee regarding the Blue Dot project of the David Suzuki Foundation, the Dark Skies Kingston initiative and renewable energy.

Consideration of Staff Reports:

Consideration was given to the following staff reports; Fish and Frogs Forever Program – Protection Program for Storm Water Quality, Updated Stormwater Quality Education and Program – Fish & Frogs Forever Suggested Program Modifications and Blue-Green Algae.

Working Group Involvement:

Throughout 2015, KEAF members actively contributed on several working groups.

Mr. Healey served as the KEAF representative on the Waterfront Master Plan Working Group. The Waterfront Master Plan was adopted by Council in March, 2016.

Several members of KEAF participated on the Fish and Frogs Forever Program – Protection Program for Storm Water Quality Working Group.

KEAF members were also involved in the review of the Official Plan. Specifically, Committee members focused their efforts on sections of the Official Plan related to environmental stewardship and sustainability.

Consideration of Motions:

At the May 11, 2015 meeting consideration was given to a motion regarding the Kingston Declaration for the Right to a Healthy Environment. This motion was proposed by two members of the Committee and was later approved by Council on July 14, 2015.

Strategic Work Planning:

In late 2015, KEAF dedicated three Committee meetings to strategic work planning. This exercise commenced in September and concluded in November, 2015. To assist in this process the Committee was supported through the following staff reports; KEAF Strategic Work Planning Session for 2015-2018, KEAF Work Planning – Summary of Progress and KEAF Work Planning Recommendations. As part of this exercise KEAF also responded to the requests outlined in the Committee Comments on Recommendations - Non-Statutory Citizen Advisory Committee Review Report 15-385.

The KEAF Strategic Work Planning Session was a successful initiative as it produced a new mandate (outlined below) which focuses the Committee's efforts on aiding Council achieve the environment related aspects of Council's priorities. In addition, the revised committee composition and bi-monthly meeting schedule will allow the Committee to function effectively with an emphasis on work occurring in a working group setting.

The final step of the Strategic Work Planning Session was the establishment of the terms of reference for the KEAF working groups. The following working groups have been established: 1) Climate change and energy use; 2) Solid waste reduction; 3) Conservation of habitat, natural resources and biodiversity and the 4) Active transportation and reducing automobile use.

Moving Forward:

The next steps for KEAF will be to give specific substance to the mandates of the newly-formed Working Groups, to begin public outreach on each of the four main portions of their mandate and to gather information to provide EITP and Council on each of the four subject areas. KEAF will participate as appropriate in the Zoning By-Law Amendment process currently underway and will provide representation to the North King's Town Secondary Plan Working Group. As well, KEAF will provide information and response to Council as requested, working, for example, with City-hired consultants on the task of setting a "Price on Carbon" to be used in future cost-benefit analysis of proposed City initiatives.

KEAF Mandate:

The purpose of the forum is to draw on knowledge within the Kingston community, to broaden public information and consultation on environmental issues, and to provide advice and information. The Forum will bring together experts in environmental matters from community institutions, authorities and practitioners, and representatives of the public to collaborate, on a volunteer basis, on specific projects designed to support the environmental aspects of City Council's Priorities and the Sustainable Kingston Plan.

KEAF will work within the following strategic priority areas:

1. Advise on Council Strategic Priorities;
2. Be a catalyst and conduit for public engagement and awareness; and
3. Identify and advise Council on emerging issues and future priorities.

The Kingston Environmental Advisory Forum shall meet bi-monthly with the intention that working groups of KEAF meet on alternate months. KEAF may also meet at the call of the Chair. With the approval of Council, members of KEAF may collaborate within working groups to advance the work of KEAF as required to support Council's Strategic priorities and specific requests made by Council.

The mandate of the Kingston Environmental Advisory Forum is an advisory one. The Committee may:

- a) Identify and prioritize important and emerging environmental issues through public consultation, research and systematic analysis;
- b) Assist and advise Council on environmental aspects of Council Priorities;
- c) Assist and advise on environmental issues, action plans or policies when requested by Council

- d) Support the engagement, informing, educating and receipt of feedback from the public on environmental matters related to the work of KEAF
- e) Promote environmental sustainability in the City of Kingston.

KEAF Working Groups Terms of Reference:

Council may authorize creation of temporary working groups on certain specific subject matters related to duties as approved by Council in association with other municipal committees, other organizations and members of the public. Working group authorizations shall be reviewed annually.

The following four working groups were identified as necessary at the time of this mandate:

1. Climate change and energy use. This working group shall undertake work on behalf of KEAF on matters related to climate change planning and energy use regarding the following:
 - Assessment of planned and in-progress initiatives in Kingston;
 - Maintaining awareness of emerging Federal and Provincial legislation and policy;
 - Maintaining awareness of progress by other communities in managing climate and energy issues, especially with respect to the Carbon Neutral Cities initiative;
 - Advancing the assessment of carbon pricing and potentials for integration into municipal and community decision making and procurement; and
 - Consideration of climate change and energy within municipal land use planning instruments such the Official plan, Transportation Master Plan, Zoning By laws, etc.
2. Solid waste reduction. This working group shall undertake work on behalf of KEAF on matters related to solid waste reduction regarding the following:
 - Assessment of planned and in-progress initiatives in Kingston;
 - Maintain awareness of emerging Federal and Provincial legislation and policy;
 - Maintain awareness of alternative waste diversion opportunities and other municipalities' best practices;
 - Advise on opportunities for promotion of waste diversion targets and opportunities for integrating best practices locally; and
 - Maintain awareness of City and Council priorities and goals with respect to waste management and be ready to advise on the development of the City's long term waste management plans.
3. Conservation of habitat, natural resources and biodiversity. This working group shall undertake work on behalf of KEAF on matters related to habitat, natural resources and biodiversity regarding the following:
 - Assessment of planned and in-progress initiatives in Kingston;

- Advise in support of Council's "Plan a Livable City" and "Green the City" strategic priority areas and the Sustainable Kingston Plan's "Water" theme;
 - Advise on the use of Green Infrastructure that promotes an approach to resource water management that protects, restores, or mimics the natural environmental processes and cycles;
 - Support the City's target of doubling the tree canopy by 2025;
 - Support consideration of habitat, resources and biodiversity stewardship within the City's infrastructure plans and projects; and
 - Consideration of habitat, resources and biodiversity within municipal land use planning instruments such the Official plan, Zoning By laws, master plans, etc.
4. Active transportation and reducing automobile use. This working group shall undertake work on behalf of KEAF on matters related to reducing automobile use in favour of other, more active modes of transportation regarding the following:
- Assessment of planned and in-progress initiatives in Kingston;
 - Consideration of active transportation within municipal land use planning instruments such the Official plan, Zoning By laws, master plans, etc.;
 - Support the development of the City's active transportation management plan;
 - Assess best practices among Canadian cities with a goal of reducing GHGs through increasing the mode share of active transportation; and
 - Support integration of active transportation into City infrastructure planning and projects

Annual Report Requirement:

The Kingston Environmental Advisory Forum must submit an Annual Report to Council, on or before June 30 each year, through the Environment, Infrastructure and Transportation Policies Committee with respect to the matters outlined in Section 2.5 of the Committee By-Law.