



**City of Kingston
Report to Council
Report Number 19-157**

To: Mayor and Members of Council
From: Sheila Kidd, Commissioner, Transportation & Public Works
Resource Staff: Ian Semple, Director, Transportation Services
Date of Meeting: June 4, 2019
Subject: Rideaucrest Parking Lot – Operation and Rate Changes

Executive Summary:

The Rideaucrest Home parking lot is located adjacent to the Rideaucrest Home at 175 Rideau Street and provides on-site parking for the public including families, visitors, and employees of Rideaucrest Home. The lot also provides parking for commuters, daily parkers heading downtown, and neighbourhood residents that do not have access to parking at their residence, especially during the overnight winter period when parking on-street overnight is not permitted.

The lot has been experiencing operational issues related to the access control gate, weekday overcapacity, and parkers overstaying permitted time limits in the short-term parking area at the building entrance.

The Rideaucrest Towers (Towers) site at 205 Rideau Street has its own parking area that is connected to the public parking lot and is presently designated for tenant parking only. While there is ample parking capacity in the Towers parking area for the tenants, there are issues related to access and enforcement as the sites share the same entry gate and free limited-term parking areas.

The sites have a combined total parking capacity of 166 spaces. To address the operating and capacity issues, it is recommended that the parking lot be managed by the City as a single site with a modified parking rate structure that is consistent with the established parking rates in the area and in accordance with the City's parking management principles. The access gate will be removed and the payment for parking can be managed through Pay & Display meters and the HONK mobile payment system.

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The reserved/free limited-term parking areas at the front of the buildings will be limited to a 3-hour term and require payment to encourage turnover. The accessible parking spaces located within the site will be adjusted to locations closer to the building entrances and will be monitored to ensure a sufficient supply is available for all accessible parkers. Daily by-law enforcement of the parking regulations will be provided similar to the other public surface parking lots.

No changes are proposed to the current commuter and family parking permit fees and the lot will continue to operate as a public parking lot that supports both the needs of the Rideaucrest site and the surrounding neighbourhood area.

An agreement in principle has been reached between the City and Town Homes Kingston (THK) to allow the City to operate the parking area at the Towers site as a municipal parking lot. As part of this agreement, the City will manage all operations, maintenance, snow removal, and parking enforcement. Town Homes Kingston will have access to a defined number of parking permits for their tenants' use and to support maintenance vehicles. All revenue generated by the operation of the Rideaucrest parking lot will remain with the City. The agreement is for a 10-year term with an option to extend for one additional 10-year term.

THK has been declared a Project in Difficulty. The Service Manager of THK has entered into a maintenance services agreement with Kingston Frontenac Housing Corporation (KFHC). The maintenance services agreement is expected to be amended soon to include additional operational management services that KFHC will provide for THK. KFHC is aware of this proposed parking agreement and is in support of its provisions. KFHC agrees this will allow for the more efficient maintenance of the THK parking lot and will also reduce overall maintenance costs for THK. The Service Manager has the authority through the *Housing Services Act* to enter into agreements on behalf of THK.

This report is seeking Council approval to formalize the operation of the Rideaucrest parking lot, modify the existing fee structure, and authorize the Mayor and Clerk to execute a license agreement with Town Homes Kingston.

Recommendation:

That Council authorize the Mayor and Clerk to execute an agreement with Town Homes Kingston, in a form satisfactory to the Director of Legal Services, to operate the parking lot at 205 Rideau Street (Rideaucrest Towers) as a municipal parking lot in conjunction with the City's parking lot at 175 Rideau Street, based on the key proposed terms and conditions outlined in Report 19-157; and

That a by-law be presented to amend City By-law 2010-128 "*A By-law to Regulate Parking*", as amended, as per Exhibit A to Report 19-157, and;

That a by-law be presented to amend City By-law 2005-10 "*A By-law to Establish Fees and Charges to be Collected by the Corporation of the City of Kingston*", as amended, as per Exhibit B to Report 19-157.

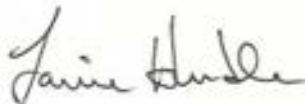
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Authorizing Signatures:



**Sheila Kidd, Commissioner,
Transportation & Public Works**



**Lanie Hurdle, Acting Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Gary Dyke, Commissioner, Corporate Enterprise Services	Not required
Peter Huigenbos, Acting Commissioner, Community Services	PA
Jim Keech, President & CEO, Utilities Kingston	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	Not required

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Options/Discussion:

The Rideaucrest parking lot is located adjacent to the Rideaucrest Home (Rideaucrest) and Rideaucrest Towers (Towers) at 175 Rideau Street. The lot provides on-site parking for the public including families and visitors to the two facilities, employees, residents of the Towers, commuters, and daily users to the downtown. The lot also provides parking to neighbourhood residents when on-street parking is either not available or is prohibited, including overnight during the winter.

The Rideaucrest parking lot has been experiencing operational issues related to the access control gate, overcapacity on weekdays, and parkers overstaying permitted time limits in the free, short-term parking areas in front of the Rideaucrest and Towers entrances.

Staff have completed a review of the issues and recommend a series of changes to address the operational concerns. An overview of the issues and recommended changes are outlined below:

Current Rideaucrest Parking Lot Operation

The Rideaucrest parking lot has a total of 150 parking spaces as part of an asphalt area located largely to the north of the Rideaucrest and Towers buildings, plus 16 spaces located at the front of the building. It is currently managed as two separate parking sites – a large public parking area located on the Rideaucrest property consisting of 112 spaces, and a tenant only parking area on the Towers property consisting of 38 spaces. The City's Parking Services Division manages the operation of the Rideaucrest site, while Town Homes Kingston (THK) manages the operation of the Towers portion of the lot.

Although the parking areas are managed separately, access is through a single entrance at Rideau Street that is controlled by an entry and exit gate. Access is permitted to all vehicles that enter the site however a swipe card used by all permit holders/tenants or a \$3.00 exit fee, payable by coin only, is required to leave the parking lot.

The access gate is prone to failure and vandalism causing frustration for parkers at the site, ongoing maintenance issues, and increasing frequency where the gate must be left in a raised position with a resultant loss of revenue. The access gate hardware is at its end of life and this is compounded by an obsolete permit card system that can no longer program new access cards.

Within the gated area, there are presently four accessible parking spaces located on the west side of the Rideaucrest parking area. While these spaces are located as close as possible to the Rideaucrest entrance, the spaces are not in the optimum location for accessible parking. The Towers parking area includes a section of 14 accessible parking spaces that are located adjacent to the sidewalk that connects to the main building entrances. These spaces are dedicated for Towers tenant use and on-site observations have shown 4 spaces generally available at various times.

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In addition to the surface parking area controlled by the gate, there are 16 parking spaces (8 dedicated to Rideaucrest and 8 dedicated to the Towers) along the front entrances to each building. These spaces are accessed by a separate driveway entrance on the Rideaucrest site and are not controlled by a gate.

Rideaucrest and the Towers have designated these spaces as a mix of short-term and accessible parking spaces intended for visitors to the sites and do not charge a fee for their use. Observations indicate that vehicles in these spaces regularly park well beyond the intended time limit and there is minimal turnover. Enforcement of parkers in violation of the intended short-term parking use is complex and inefficient.

Current Pricing and Utilization Review

Parking within the gated Rideaucrest parking lot is a mix of permit and pay-per-visit parkers. Permits are available for parkers (typically employees and commuters) that use the site on a regular basis for \$88.50 per month. This permit rate was harmonized with the on-street parking program in 2017 and is consistent with commuter permit rates in the area. A parking permit is also available for family members of Rideaucrest residents at a reduced rate of \$47.80 per month.

The pay-per-visit fee is a flat rate of \$3.00 per visit payable by coins upon exit. This rate is always in effect including overnight, weekends, and holidays. This rate is inconsistent with the surrounding on-street and surface parking lots that typically charge \$1.50 per hour during weekday periods. Unlike the permit fees, the pay-per-use fee was not harmonized with the surrounding short-term parking rates when the on-street permit program was introduced, as the access gate technology could not accommodate a change in rate structure.

As the on-street parking program eliminated the ability for commuters to park all day for free in the neighbourhood, the pay-per-visit fee within the Rideaucrest lot became an attractive alternative to a monthly permit. Accordingly, occupancy within the Rideaucrest lot can often reach capacity during the weekday period from 8:00 a.m. to 4:00 p.m., resulting in little to no visitor or permit parking being available. Capacity issues are currently being managed by not issuing any new permits and allowing existing permit holders to park within the on-street areas.

The Towers area of the gated parking lot consistently operates below capacity as the number of tenants with parking permits is less than the available 38 parking spaces. Overflow parkers from the Rideaucrest section of the lot are not permitted to park in the Towers area.

Stakeholder Consultation

The parking lot operation, pricing, and occupancy have been reviewed with staff, tenants, and management of the Rideaucrest and Towers sites. Common concerns that were noted as part of these discussions included:

- Parking lot at capacity during weekdays and an increasing uncertainty in being able to find a parking option at the site.

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- Concern that the accessible parking spaces next to the Towers entrance will be used by non-Towers residents and there would not be a sufficient quantity available.
- Reliability of the gate causes delays and concerns about being able to exit in a timely fashion.
- Parkers staying beyond the posted time limits in the free parking areas.
- Vehicles that are parked for extended periods of time, noted as days and weeks, within the gated area of the lot.
- A need to protect spaces for visitors, families, and employees at the sites.
- Disparity between parkers that are paying a permit fee that is higher than parkers opting for pay-per-visit fees.
- Desire by neighbourhood residents to have continued access to the parking lot to provide an off-street parking option for those that do not have driveways, especially for the overnight winter parking period.

Recommended Operation and Pricing Changes

To address the operating and capacity issues related to the current pricing structure, the following changes are proposed for the Rideaucrest parking lot:

1. Removal of the gates to allow entry and exit to the parking area without barricades. This approach is consistent with all other surface parking lots managed by the City and will reduce customer frustration and maintenance at the site.
2. Maintain the current monthly permit rates but establish a new parking rate structure that is consistent with the established hourly and flat fee parking rates in the area and is related to the higher demand weekday periods.

During the high-demand period, weekdays between 8:00 a.m. and 3:00 p.m., an hourly rate of \$1.50 is proposed, the same rate as metered parking in nearby surface parking lots and on-street areas. An evening/overnight and weekend flat rate of \$3.00, matching the current flat rate, is proposed for these lower-demand time periods. Payment would not be required on holidays, similar to other surface parking lots in the City.

Weekday Monday to Friday 8:00 a.m. to 2:59 p.m.	Evenings/Overnight Monday to Thursday 3:00 p.m. to 7:59 a.m.	Weekend Friday 3:00p.m. to Monday 7:59 a.m.
\$1.50 per hour	\$3.00 flat rate	\$3.00 flat rate

3. Install Pay & Display (P&D) parking meters that allow for both coin and credit card payment.
4. Expand the HONK mobile payment system to the Rideaucrest lot to allow parkers to pay by phone and extend their session if needed.
5. Eliminate reserved and free limited-term parking areas to allow for better utilization of the overall parking supply.

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6. Apply a 3-hour maximum stay and the requirement for payment to the short-term parking spaces near the front entrance to Rideaucrest Home to encourage turnover.
7. Shift accessible parking areas closer to the building entrances where possible and monitor utilization to determine if additional spaces are required.
8. Provide daily parking enforcement similar to the other public surface parking lots to encourage compliance and parking turnover.
9. Manage the parking permit supply to ensure that family and tenants' requests are accommodated, and balance the supply of commuter parking permits to ensure sufficient short-term parking spaces for visitors are available.
10. Manage the parking lot as one site, replacing the existing arrangement of separate parking zones within the lot for Rideaucrest and Towers parkers to allow for more efficient utilization of the entire parking supply.

No changes are proposed to the current commuter and family parking permit fees and the lot will continue to operate as a public parking lot that supports both the needs of the Rideaucrest site and the surrounding neighbourhood area. Existing permit holders are expected to have more parking opportunities in the lot, as it is anticipated that additional spaces will be available with the introduction of hourly parking charges during the weekday period. If the lot is full, permit holders will continue to be able to park on-street as needed.

Site-specific needs for Rideaucrest and the Towers related to maintenance vehicles, loading zones, and volunteer parking have been accommodated within the existing sites. Details of the proposed operating agreement between the City and THK to permit the City to manage the parking area as a single site are included below.

Operating Agreement for the Rideaucrest Towers Parking Area

Based on the unbalanced utilization of the parking between the Rideaucrest and Towers areas and the operational issues related to the access gate, the City approached THK with a proposal to manage the operation, maintenance, and enforcement of the Towers parking areas.

An agreement was reached between the City and THK that includes the following key terms and conditions:

- The parties will enter into a license agreement for a 10-year term with an option for the City to extend the agreement for one additional 10-year term.
- The agreement will allow the City to operate a municipal public parking lot on a portion of the Rideaucrest Towers site.
- The City will manage all operations, maintenance, snow removal, and enforcement of the parking operation at the site.
- The City accepts the parking area in the present condition and may improve it, at the City's cost, as needed to operate the parking area including the removal of the existing gates and installation of signage and Pay & Display machines.

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- Town Homes Kingston will have access to up to 38 parking permits to be assigned to existing tenants of Rideaucrest Towers, two of which can be assigned to THK maintenance vehicles. Capacity that is not utilized by Towers tenant permits will be available for short-term parking or other parking permits.
- The City will manage and issue parking permits directly to Towers vehicle owners after Town Homes Kingston has confirmed tenant eligibility.
- No reserved parking spaces will be provided except for parkers displaying an accessible parking permit in signed accessible parking spaces.
- All revenue generated by the operation of the Rideaucrest parking lot will remain with the City except for any revenue collected directly from Towers tenants by Town Homes Kingston as part of a monthly parking fee associated with the tenant lease.

This report is seeking Council approval to authorize the Mayor and Clerk to execute a license agreement with Town Homes Kingston for the purpose of operating a municipal parking lot on the portion of the Rideaucrest Towers site at 205 Rideau Street that is designated as surface parking based on the terms noted above.

THK has been declared a Project in Difficulty. The Service Manager of THK has entered into a maintenance services agreement with Kingston Frontenac Housing Corporation (KFHC). The maintenance services agreement is expected to be amended soon to include additional operational management services that KFHC will provide for THK. KFHC is aware of this proposed parking agreement and is in support of its provisions. KFHC agrees this will allow for the more efficient maintenance of the THK parking lot and will also reduce overall maintenance costs for THK. The Service Manager has the authority through the *Housing Services Act* to enter into agreements on behalf of THK.

Next Steps

The proposed changes to the Rideaucrest site, including operating the location as a single parking lot, were communicated to stakeholders including Rideaucrest staff, families, volunteers, and the tenants of Rideaucrest Towers, through separate on-site information sessions during May 2019. Information cards were also made available in the lobbies of Rideaucrest Home and Rideaucrest Towers with an overview of the information and next steps.

The changes to hourly/flat fee parking rates for the Rideaucrest lot require amendments to By-law 2010-128, "*A By-law to Regulate Parking*", and By-law 2005-10 "*A By-law to Establish Fees and Charges to be Collected by the Corporation of the City of Kingston*" included as Exhibit A and B in this report.

The operating and rate changes would be applicable in July 2019 and will formally come into effect when all equipment and signage is installed. The City will execute the operating agreement with THK based on the terms outlined above before completing any of the changes to the Towers site at 205 Rideau Street. The map and layout of the combined Rideaucrest parking lot is attached as Exhibit C.

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Communication with the Rideaucrest and Towers parkers will be ongoing through this process and will include information on alternate travel options including active transportation and transit options to the site.

Existing Policy/By-law:

By-Law Number 2010-128, "*A By-law to Regulate Parking*", as amended.

By-Law Number 2005-10, "*A By-Law to Establish Fees and Charges to be Collected by the Corporation of the City of Kingston*", as amended

Notice Provisions:

There are no notice provisions required for this report.

Accessibility Considerations:

The proposed configuration of the Rideaucrest parking lot provides for 20 accessible parking spaces near the entrances of both Rideaucrest and the Towers. The accessible spaces will be available to all parkers that have a valid accessible parking permit and will not be limited to residents or tenants of the Rideaucrest sites. The quantity and configuration of the accessible parking spaces exceeds the requirements of the *Accessibility for Ontarians with Disabilities Act* (AODA) and the City's Zoning By-law.

The total number of accessible parking spaces on the site has been reduced by two, however these two spaces are presently located in areas of the parking lot that do not have direct access to the building entrances. Observations of these spaces indicate very low utilization and it is expected that the proposed supply of 20 accessible parking spaces located adjacent to the buildings that are available to all accessible users will accommodate the site needs. As with all public parking facilities, the City will monitor the utilization of the accessible parking supply and convert additional spaces as needed.

As part of this review, the City consulted with the parking project team from the Municipal Accessibility Advisory Committee (MAAC) and considered the comments provided as part of this recommendation.

Financial Considerations:

Funds required for the signage and equipment associated with the changes outlined in this report will be provided from the approved parking operating and capital budget. Revenue from the conversion of the weekday parking fee from a flat rate to an hourly rate and reduced operation/maintenance support of the existing access gate is expected to offset increased costs related to enforcement and administration of the site.

The draft agreement between the City and Town Homes Kingston for the Towers portion of the parking area includes provision for the operation of the site including winter maintenance and

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long-term repairs of the entire parking site. Increased revenue from the additional parking spaces associated with the Towers parking areas is expected to offset additional costs related to maintaining the site.

Contacts:

Ian Semple, Director, Transportation Services, 613-546-4291, extension 2306

Other City of Kingston Staff Consulted:

Casie Keyes, Administrator, Rideaucrest Home

Sheldon Laidman, Director, Housing & Social Services

Marissa Mascaro, Manager, Parking Services

Greg McLean, Policy & Program Coordinator, Parking Services

Exhibits Attached:

Exhibit A – Proposed Amendments to By-law 2010-128

Exhibit B – Proposed Amendments to By-law 2005-10

Exhibit C – Map of the Rideaucrest Parking Lot

By-law Number 2019-xx

A By-law to Amend By-law Number 2010-128 “A By-law to Regulate Parking”

Passed: Month XX, 2019

The Council of The Corporation of the City of Kingston enacts as follows:

- 1. By-law Number 2010-128 of the Corporation of the City of Kingston entitled “A by-law to regulate parking”, as amended, is hereby further amended as follows:
 - 1.1 Schedule E, Municipal Parking Lots, is hereby amended by adding the following hereto:

Schedule E: Municipal Parking Lots
Parking rates are listed in By-law 2005-10 – Fees and Charges,
as amended or of a successor to that By-law

Schedule E Lot Name	Times When Hourly Payment is required (Except Holidays)	Maximum time limit
Rideaucrest Lot	24 hours including Sundays	72 hours

- 2. This By-law shall come into force and take effect when required signage and equipment has been installed.

Given First and Second Readings Month XX, 2019

Given Third Reading and Passed Month XX, 2019

John Bolognone
City Clerk

Bryan Paterson
Mayor

By-law Number 2019-XX**A By-law to Amend By-law Number 2005-10, “A By-law to Establish Fees and Charges to be Collected by The Corporation of the City Of Kingston, as Amended.”****Passed:** Month XX, 2019

The Council of the Corporation of the City of Kingston hereby enacts as follows:

1. By-law 2005-10, being “A By-law To Establish Fees and Charges to be Collected by The Corporation of the City of Kingston”, as amended, is hereby further amended as follows:
 - 1.1 Schedule A, 2019 Fees, Parking (inclusive of Applicable Taxes), Other Rates by Lot, is hereby amended by removing the following therefrom:

	Per Visit	Monthly Family Permit Rate	HST
Rideaucrest Lot	\$3.00	\$47.80	Yes

- 1.2 Schedule A, 2019 Fees, Parking (inclusive of Applicable Taxes), Other Rates by Lot, is hereby amended by adding the following hereto:

	Mon – Fri 0800 - 1459 Per Hour	Mon – Thu 1500 – 0759 Flat Rate	Weekend Fri 1500 – Mon 0759	Monthly Family Permit Rate	HST
Rideaucrest Lot	\$1.50	\$3.00	\$3.00	\$47.80	Yes

2. This By-law shall come into force and take effect on the date of its passing.

Given First and Second Readings Month XX, 2019

Given Third Reading and Passed Month XX, 2019

John Bolognone
City Clerk

Bryan Paterson
Mayor

