



**City of Kingston**  
**Report to Environment, Infrastructure & Transportation Policies Committee**  
**Report Number EITP-25-001**

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

**From:** Paige Agnew, Commissioner, Growth & Development Services

**Resource Staff:** Kyle Compeau, Director, Licensing and Enforcement  
Laird Leggo, Manager, Licencing, Parking, Operations and Policy

**Date of Meeting:** February 11, 2025

**Subject:** Parking Rate and Fine Review - Recommendations

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**Council Strategic Plan Alignment:**

Theme: Corporate business

Goal: See above

**Executive Summary:**

Staff recently completed a Parking Rate Review to reevaluate and develop a parking pricing framework which will ensure the long-term health and sustainability of the Parking Reserve Fund (PRF). Changes to parking rates and fines were last approved by Council in November 2016 and took effect between 2017 and 2019 (Report Number EITP-16-017, attached as Exhibit A). At that time, it was recommended to increase parking rates every five years with the next increase scheduled for 2024. Due to changes in the City's parking environment as well as recent and planned capital expenditures, it was considered prudent to have a parking study conducted to reevaluate the various parking rates, parking supply, duration of stay, and parking fines.

BA Consulting Group was engaged to assist with the rate review and recommend a parking pricing framework to maintain the long-term health of the PRF and provide analysis of the existing parking context, including supply. The BA Consulting Group, using a 15-year financial

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model based on projected operating and capital forecasts, provided two alternative funding scenarios.

This report outlines recommendations derived from the Parking Rate Review and the Accessible Parking Fees & Fines Options information report (MAAC-23-008, attached as Exhibits B and D). These recommendations aim to align parking policies with long-term financial sustainability objectives, address stakeholder concerns, and enhance accessibility while maintaining compliance and fairness in parking enforcement. The primary changes include increases to hourly parking rates and parking fines adjustments, and updates to accessible parking policies. Staff are recommending that all three readings to by-law to amend By-Law Number 2025-6, Fees and Charges By-Law take place to allow for additional time to process the recommended changes.

**Recommendation:**

**That** the Environment, Infrastructure & Transportation Policies Committee recommends to Council on February 18, 2025:

**That** Council approve the following parking rate increases, to take effect April 1, 2025:

1. Increase hourly rates for on-street parking in the higher demand zones in the Downtown and for on and off-street parking in the Institutional Area (Queen's/KGH/Courthouse) to \$2.50 per hour from \$2.00;
2. Increase hourly rates for on-street parking in low demand zones in the Downtown and Williamsville areas to \$2.00 per hour from \$1.50;
3. Increase hourly rates in the parking lots and in the garages in the Downtown and Williamsville areas, except in the Ontario/Brock Lot, to \$2.00 per hour from \$1.50;
4. Increase the half-hour rate in the Ontario/Brock Lot to \$1.75 year-round from the current \$1.50 half-hour rate (between May and November) and \$1.25 half-hour rate (between December and April);
5. Increase the daily maximum rate in the Ontario/Brock Lot to \$17.50 from \$15.00 (between May and November) and \$10.00 (between December and April);
6. Increase event parking flat rates by \$1.00 in the Frontenac, Barrack, Angrove, Springer, Upper and Lower Bruce, and Anglin parking lots;
7. Increase the overnight flat rate and weekend flat rate by \$1.00 in the Rideaucrest Lot;
8. Increase the overnight flat rate and the Sunday morning to Monday morning flat rate by \$1.25 in the Ontario/Brock Lot;
9. Increase the overnight flat rate and the Sunday morning to Monday morning flat rate by \$1.00 in the Hanson and Chown Garages;
10. Increase the lost ticket fee at the Chown and Hanson Garages to \$22.50 from \$18.00;
11. Set paid accessible parking rates to \$1.00 per hour from \$1.50;
12. Cease the transfer of \$200 per paid violation for "Park Unauthorized in an Accessible Space" to the Community Services Accessibility Program effective January 1, 2025; and

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**That** Council provide all three readings to by-law to amend By-Law Number 2025-6, Fees and Charges By-Law as per Exhibit C attached to Report Number EITP-25-001; and

**That** Council approve the increases in parking fines to take effect in 2025, as per Exhibit E attached to Report Number EITP-25-001, and direct staff to seek approval from the Ministry of the Attorney General for the fine increases.

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**Authorizing Signatures:**

ORIGINAL SIGNED BY COMMISSIONER

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**Paige Agnew, Commissioner,  
Growth & Development Services**

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

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**Lanie Hurdle, Chief  
Administrative Officer**

**Consultation with the following Members of the Corporate Management Team:**

Jennifer Campbell, Commissioner, Community Services	Not required
Neil Carbone, Commissioner, Corporate & Emergency Services	Not required
David Fell, President & CEO, Utilities Kingston	Not required
Ian Semple, Acting Commissioner, Transportation & Infrastructure Services	<input checked="" type="checkbox"/>
Desirée Kennedy, Chief Financial Officer & City Treasurer	<input checked="" type="checkbox"/>

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## Options/Discussion:

### Background

The City of Kingston engaged in a Parking Rate Review to evaluate the sustainability of its Parking Reserve Fund (PRF) and consider adjustments to hourly parking rates, event parking rates, accessible parking rates and fines for non-compliance. Concurrently, report MAAC-23-008, attached to this report as Exhibit B focused specifically on accessible parking fees and fines, examining potential changes to maintaining financial neutrality.

The City's parking system operates as a self-sustaining cost centre whereby net operating revenues are contributed to the PRF. All capital expenditures for the maintenance of the parking facilities, technology, investment in infrastructure and other parking related projects are funded from the PRF. Over the last few years, the City has committed over \$7.5 million to the refurbishment of its three aged parking garages and further commitments have been and are planned over the next few years to pave and rejuvenate several parking lots. These necessary expenditures along with increasing operating costs, a slow recovery in revenues post pandemic and planned infrastructure investments (Conference Centre parking, Pool Complex parking and potential parking facility) have placed significant pressure on the PRF.

The BA Consulting Group's analysis confirmed the need for additional funding to ensure the PRF remains financially sound and self-sustaining. The recommendations provided support incremental rate increases similar to those presented in the 2016 rate review (Report Number EITP-16-017, attached to this report as Exhibit A). Two alternative funding scenarios have been provided In the Parking Rate Review – City of Kingston (Exhibit D).

The BA Consulting Group's engagement also included a review of the parking supply including accessible parking, duration of stay and event parking. The additional analysis was requested in light of the recent closures of two parking facilities in the North Block district for development. The results have demonstrated at a high level that the City has adequate parking in the downtown area with greater utilization of the parking garages.

A jurisdictional review of tour bus parking, coinless parking and transitioning from a POA to Administrative Monetary Penalties (AMPS) parking system was requested as these are areas of interest and are currently being reviewed by staff. Reports to Council will be forthcoming. A North Block Parking Review was also conducted and mention of it is made in the Rate Review Report. This report will be presented to Council when a report for the prospective Conference Centre is brought forward.

### Analysis

The City of Kingston is committed to ensuring its parking policies remain both financially sustainable and aligned with the principles of accessibility and equity. Following the findings of the Parking Rate Review and insights provided by report MAAC-23-008, staff are recommending a series of critical updates to parking rates, fines, and accessible parking

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policies. These adjustments are intended to enhance compliance, accessibility, and long-term financial sustainability within the City's parking operations.

The Parking Rate Review evaluated the existing hourly parking rates, event parking policies, and enforcement fines. It highlighted financial challenges posed by aging parking infrastructure and the need for new investments, such as in the North Block and other high-demand areas.

Without intervention, the Parking Reserve Fund faces a significant shortfall in the coming years. Similarly, report MAAC-23-008 examined accessible parking fees and fines, focusing on improving accessibility while ensuring financial neutrality for Parking Services. These two comprehensive reviews provide a foundation for the recommended changes.

### **Current Challenges in Parking Operations**

The Parking Rate Review also revealed underutilization of parking garages, particularly during peak events, while on-street spaces remain in high demand. This disparity suggests a need to maintain lower rates in off-street facilities to encourage long-term parkers to use off-street facilities, preserving on-street spaces for short-term, high-turnover use. Wayfinding solutions, both on-street and digital, have been recommended through public consultation. Funds have been budgeted for this project and scheduled for 2025.

To address growing parking demands and ensure effective enforcement, the City of Kingston plans to increase the number of parking officers in 2025. This expansion will enhance the ability to regulate on-street parking and enforce time restrictions more consistently across the city. As parking pressures rise due to increased events, downtown activity, and changing regulations, additional officers will help ensure compliance, improve turnover in high-demand areas, and maintain equitable access to parking spaces. By expanding the enforcement team, the city can better manage parking operations, reduce violations, and support more efficient and accessible parking.

Additionally, weekend coverage is needed to handle the high-demand periods and maintain compliance. During winter months, enhanced enforcement will support snow removal and emergency services by ensuring adherence to winter parking regulations, aiding Public Works in maintaining clear and safe roadways. Increased staffing levels will also enhance the ability to regulate on-street parking and enforce residential street time restrictions more consistently across the city. These measures aim to improve compliance, support public safety, and meet the growing needs of residents and visitors.

### **Rate and Fine Scenarios**

Using a 15-year financial model, BA Consulting Group developed two alternative funding models that help meet the City's long-term financial objectives. Each scenario assesses the different implications of maintaining/extending hours of payment, higher/lower increases to paid parking rates and changes to event parking. An overview of the differences between the scenarios is provided.

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Table 1

	<b>Base Scenario</b>	<b>Scenario 1</b>	<b>Scenario 2</b>
Hourly Parking Rates	No change	Higher hourly rate increases starting in 2026  (+\$0.50 in 2026, 2029, 2034 and 2038)	Lower hourly rate increases starting in 2026  (+\$0.25 in 2026, 2029 and 2038 & +0.50 in 2034)
Hours of Payment	No change	No Change	Extend on and off-Street hours of paid parking in 2026 (+3 Hours)
Event Parking	No change	Increase Event Parking Rates in 2026 (by \$1.00)	Event parking replaced by extended hours of paid parking
Parking Fines	No change	Increase parking fines by \$10 in 2026	Increase parking fines by \$10 in 2026
Debt Financing	Borrow \$20M in 2029	Borrow \$1M in 2027 and \$20M in 2034	Borrow \$1M in 2027 and \$20M in 2034
Parking Reserve Fund Balance – 2038	-\$51.5M	+\$1.6M	+\$1.5 M
Annual Reserve Fund Transfer – 2038	-\$2.5M	+\$3.9 M	+\$3.4 M

In both scenarios the following financial objectives were assumed:

1. The Council mandate that the municipal parking operation should be financially self-sustaining from an operational and life cycle cost perspective with surplus revenue being placed in a reserve fund in order to ensure that sufficient funds are available to finance substantial garage repair, restoration and safety improvements over time, and construction of new supply.

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2. Avoid a deficit in the Parking Reserve Fund (PRF).
3. Build a balance in the parking reserve fund to support the increased maintenance costs of the aging parking infrastructure and to support the long-term financing of new parking structures.
4. Annual parking reserve fund transfers should be approximately \$3.0 million dollars, consistent with transfer levels in recent years.

The following financial assumptions were made:

1. Increase voluntary and set parking fines (Failure to Display Pay and Display Receipt, Parking at an Expired Meter and Parking in a meter zone in excess of posted time limit) in 2026 by \$10.
2. Additional financing (\$1M) is required in 2027 to support the development of the Conference Centre and Pool Complex parking garages.
3. A delay in the planned parking structure debt financing is necessary to maintain a positive balance in the parking reserve fund, shifting the construction of the structure from 2029 to 2034.
4. The capital cost allocated for the potential future North Block parking garage (\$30.5M in 2034) has been reduced, assuming that the planned \$6.4M capital expenditure in 2027 for the Conference Centre parking garage (replacement of the Frontenac Lot) represents part of the capital funding for the North Block.
5. Hourly cost for on-street parking in high demand areas should be equal to or more than the hourly cost in parking lots and garages.

As outlined in the BA Group report, the scenarios have been created to provide a range of potential outcomes, and there is flexibility in the approach to rate increases, subject to the City of Kingston's preference to maintain or further delay planned capital investments. For example, identifying public/private partnerships as a possible strategy to reduce overall capital needs and debt reduction is something we will be looking at. The main objective of this analysis is to demonstrate that given our current planned capital expenditures and increasing operating costs, periodic incremental rate increases are required to meet financial operating requirements, and that the rate increases proposed should be adopted.

### Hourly Parking Rates

The consultant provided two rate increase scenarios. Scenario 1 maintains the existing time when payment is required, and in Scenario 2 the time when payment is required is extended by three hours. Event rates are only factored into Scenario 1, as extending the hours into the evening eliminate the need to charge for and manage event parking.

At this time, staff are recommending Scenario 1 which increases hourly parking from \$1.50 per hour in lower-demand areas to \$2.00 and from \$2.00 per hour to \$2.50 in high-demand areas.



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The pricing will be applied to all on-street, lot, and parking garage locations. Consideration will be given to extending the time required to pay for the next rate review in 2029. This change requires additional consideration as it will require considerable programming and changes to both on and off-street signage.

One exception would be at the Ontario Brock Lot. The rates at the Ontario Brock Lot are seasonal. Staff are proposing charging an hourly rate of \$3.50 per hour. The current seasonal rates are \$1.50 per half hour (\$3.00 per hour) between May 1st and November 30th and \$1.25 per hour (\$2.50 per hour) between December 1st and April 30th. A single rate system year-round would eliminate the need to have the pay and display meters programmed twice a year. There would be cost savings associated with the programming and staff time. These rates were adopted by the City when the lot was initially purchased from Gilad Parking in October 2017.

Other rates that must increase in proportion with the rate increase include the following:

- Increase the overnight flat rate from \$3.00 to \$4.00 in the Rideaucrest Lot and the Hanson and Chown Parking Garages.
- Increase the weekend flat rate in the Rideaucrest Lot from \$3.00 to \$4.00.
- Increase the overnight flat rate and the Sunday morning to Monday morning flat rate from \$5.00 to \$6.25 in the Ontario Brock Lot.
- Increase the lost ticket fee at the Chown and Hanson Garages to \$22.50 from \$18.

By increasing the hourly parking rates \$0.50 per hour across all on-street, surface lot and parking garage spaces, the City's established parking objectives are still being met. The rates encourage turnover in high demand parking locations, making them more accessible for short-term parkers. The rates continue to encourage long-term parkers to park in lower rate off-street garages and lots, which was also recommended in the public consultation. Lastly, these rate adjustments support the financial sustainability of the Parking Reserve Fund.

A \$1.00 increase to event parking rates is also being proposed. The City's event parking rates are on par with comparable municipalities.

The rate increases are being proposed to take effect April 1<sup>st</sup>, 2025. This will help off-set some of the increases to the operating budget in the coming year and increase the contribution to the PRF. This change is estimated to generate approximately \$1.32m in 2025. The scenarios provided by the consultant factor in a 2016 start.

### **Parking Fines**

To further support compliance, staff propose an increase in meter related parking fines, as well as fines for most of the non-meter related violations which were last increased more than 25 years ago. The proposed increases to the fines and associated early payment amounts are outlined in Exhibit D. The fines specific to parking meter infractions, and those used in the financial scenarios and recommended by the consultant include the following.

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- Failure to Display Pay and Display Receipt from \$20/25 to \$30/35
- Parking at an Expired Meter from \$15/20 to \$25/30.
- Parking in a meter zone in excess of posted time limit from \$20/25 to \$30/35.

The Consultant's review of parking fines in other Canadian municipalities indicates that fine rates in Kingston are below the average across other comparable municipalities. The parking fines observed in other municipalities are in some cases double what is currently being charged in Kingston.

Staff recommend that an increase of \$5 be applied to the set fine and early payment amount for most of the non-metered violations; the exceptions being for the violation of unauthorized parking in an accessible parking space, for which a higher increase is proposed under the Updates to Accessible Parking Policies section of this report, and for violations related to no stopping in school areas and for unauthorized parking in an electric vehicle charging space, for which substantial fines were recently established. Additional increases to the non-meter fines will be considered when further analysis is completed evaluating the possibility of moving to Administrative Monetary Penalties (AMPS).

These adjustments align Kingston's fine structure with comparable municipalities, many of which have significantly higher penalties. The increases act as a deterrent against non-compliance, while ensuring enforcement costs are adequately covered.

The parking rate increases are being proposed to take effect April 1<sup>st</sup>, 2025. For the fine increases to take effect, the City must first obtain approval from the Ministry of the Attorney General. This could result in the higher fines going into effect sometime after the April 1, 2025, fee increases. The proposed fine increases are expected to generate approximately \$480k in 2025.

### **Updates to Accessible Parking Policies**

On June 8, 2023, an information report, MAAC-23-008, was presented to the Municipal Accessibility Advisory Committee (MAAC). This report was in response to a council motion dated March 21, 2023, which requested that staff report to MAAC with recommendations for time limited free parking for vehicles with accessibility passes to align with other municipalities in Ontario and a review of parking fines for vehicles parked illegally in accessible parking spaces.

Report MAAC-23-008 provided insights into accessible parking policy, outlining three options.

Additionally, the BA Consulting Group was asked to assess the current demand for accessible parking in the downtown area and provide a review of accessible parking in other municipalities. Based on their findings, the supply is adequate but continued monitoring during large events should be maintained, as supply is reaching capacity (93% of available supply of off-street parking facilities and 73% of available on-street parking supply).

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Accessible parking policies were evaluated in report MAAC-23-008, which presented three options for consideration. Staff is recommending Option 2, which includes reducing accessible parking fees from \$1.50 per hour to \$1.00 per hour and increasing the fine for unauthorized use of accessible parking spaces from \$300 to \$400. These changes - reduced accessible parking fees with increased fines - represent a balanced approach that aligns with the City's commitment to accessibility while maintaining financial sustainability.

The reduction in hourly fees acknowledges the financial barriers faced by persons with disabilities, while the increased fine reinforces compliance and ensures that accessible spaces remain available to those who need them the most. Projections indicate that this approach will keep Parking Services revenue-neutral, with the fee revenues estimated at \$52,000 annually and fine revenues projected at \$80,000 annually (assuming a 10% reduction in violations). Maintaining the three-hour time limit for on-street accessible spaces will ensure that these spaces are available to multiple users throughout the day.

The options outlined in MAAC-23-008 assume maintaining the funds currently being transferred to the Community Services Accessibility Program to help offset the reduction in the parking rates. "Since 2005, \$200 of each paid accessible parking fine has been allocated to the Community Services Accessibility Program (administered by the Clerk's Office). Staff is recommending that effective January 1, 2025, all revenues received from accessible parking fines be retained by the Licensing, Parking Operations and Policy Division. It is estimated that the average annual transfer is about \$22k. Community Accessibility Funds were not utilized by City of Kingston staff as there was sufficient budget within the Accessibility Office portfolio to cover accessibility related activities during the last 4-to-5-year period. In 2025 the Community Accessibility Funds will be necessary to cover the costs of the one-time review of certain policies by an outside consultant. Future years' Accessibility Office activities will not require the Community Accessibility Funds.

The City of Kingston currently offers approximately 144 designated accessible parking spaces, both on-street and in surface lots and garages. As part of ongoing efforts to enhance accessibility, staff continue to explore the feasibility of providing free accessible parking. However, recent reductions in available parking spaces in the downtown core have increased pressure on the remaining accessible spaces, highlighting the need for a balanced approach. Staff researched municipalities that offer free accessible parking and found that larger cities often have the resources to absorb the associated revenue losses through broader tax bases or higher overall parking revenues.

Additionally, allowing accessible parking permit holders to park in any space, including "No Parking" zones, as some other municipalities do, would pose significant challenges. These spaces are restricted for safety, traffic flow, and operational purposes, and allowing exceptions could create hazards or disrupt essential services. Furthermore, applying a reduced rate universally across all metered parking spaces for vehicles displaying an accessible parking permit would be difficult to enforce and could undermine the intended purpose of designated accessible spaces.

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For the City of Ottawa, accessible parking permits, often referred to as a “golden ticket”, provide essential privileges for individuals with disabilities, particularly in the downtown areas where parking is at a premium. The term “golden ticket” underscores the significant advantages these permits offer, including exemptions from paying in pay-and-display zones, permission to park for up to four hours in “no parking areas”, and the extended allowances of overtime zones.

The City of Ottawa highlights that while these privileges support accessibility, they can lead to significant misuse without proper enforcement. Parking officers face daily challenges in ensuring that accessible parking permits are used appropriately. This issue is reflected in the 2,950 parking tickets issued in Ottawa so far in 2024 for violations related to accessible parking, emphasizing the need for continued vigilance and enforcement to maintain fairness and accessibility in the system.

In Kingston, the parking system operates as a self-sustaining model, relying on user fees to fund maintenance and infrastructure. As such, any move toward free accessible parking would require careful consideration of its financial and operational impacts. Staff remain committed to monitoring usage and demand while prioritizing equitable access for individuals with disabilities.

## **Conclusion**

The proposed updates to hourly parking rates, parking fines, and accessible parking policies reflect the findings of the Parking Rate Review and report MAAC-23-008. These changes ensure that Kingston’s parking system remains financially sustainable, accessible, and equitable for all users. The increase in hourly rates and fines aligns with best practices in other municipalities, while Option 2 from MAAC-23-008 strikes an appropriate balance between accessibility and sustainability.

By adopting these recommendations, the City of Kingston will enhance compliance, improve accessibility, and maintain the financial health of its parking operations for years to come.

## **Public Engagement**

Meetings with key stakeholders were held early in the study (on June 11, 2024) to ensure that those who are or feel that they are affected by parking issues within the study area have been given the opportunity to provide feedback early in the process.

Consultation included meetings with the following stakeholders:

- Downtown Kingston! Business Improvement Area
- Tourism Kingston
- Kingston Accommodation Partners
- Greater Kingston Chamber of Commerce
- Downtown Retailers, Restaurateurs, and Large Event Stakeholders
- Queen’s University
- Hospital Representatives (Kingston Health Sciences Centre)

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- City of Kingston Committees (Equity, Diversity, and Inclusion Advisory Committee & Municipal Accessibility Advisory Committee).

In addition to the in-person consultations held in June 2024, a survey was provided in July 2024 to members of the Downtown Kingston BIA to obtain additional information and feedback related to parking behaviour and availability from their members and their members' staff. Some key notes are outlined.

### **Downtown Kingston! Business Improvement Area (BIA):**

Representing businesses and employers in the downtown core, the BIA provided insights into the importance of accessible, affordable parking for employees and customers. Feedback highlighted concerns about the affordability of monthly parking rates and supported extended paid parking hours rather than increased rates.

A final consultation with the DBIA Board of Directors was held on January 15, 2025, where a high-level presentation by the BA group was conducted. Discussions focused on the planned citywide parking rate and fines increases, driven by rising operational costs and evolving parking demands. The Board also commented on customer behaviours and emphasized the importance of improved signage and communication regarding changes as well as maintaining free parking on Sundays. It was felt that Scenario 1 is more beneficial for restaurants as evening parking is free, with Scenario 2 being more beneficial for retailers. Consideration of a hybrid approach was suggested. The Board evaluated Scenario 1 and 2 provided within this report and were in favour of Scenario 1 with a vote of 9 to 4.

Other discussion topics included the completion of the work being done at the Hanson parking lot by July 2025, the extension of Honk Mobile application to on-street parking, concern about evening traffic disruptions caused by ride-share and delivery services.

**Queen's University and Kingston General Hospital:** These institutions shared concerns regarding the financial burden of parking on staff, students, and visitors. Feedback emphasized the need for reasonable rates near institutional areas and improved access to off-street parking for long-term parkers. Extending parking hours for parity for staff working different hours and heavier parking fines were also supported.

**Tourism Kingston and Event Stakeholders:** Input from these groups informed discussions on event parking rates and the distribution of parking availability during peak tourism and event periods. Stakeholders supported improving wayfinding and online efforts to direct event attendees to off-street lots and garages to reduce congestion in high-demand areas. The need for concentrated parking for tour buses close to the downtown core was also suggested.

**Accessibility Advocacy Groups:** The city consulted with the Municipal Accessibility Advisory Committee (MAAC) and other groups advocating for persons with disabilities. Concerns were

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raised about adequate supply during events, cost and the need for more off-street parking spaces as side-entry van access can be challenging due to curbside and street furniture.

### **Key Themes from Public Engagement**

**Affordability:** While there was acknowledgment of the need to raise rates and fines, many stakeholders emphasized the importance of balancing affordability, especially for employees and frequent parkers.

**Accessibility:** Feedback from advocacy groups underscored the need to reduce barriers for persons with disabilities, leading to the recommendation to lower hourly fees for accessible parking spaces.

**Equity:** Respondents supported equitable distribution of parking costs, such as extending paid parking hours to ensure all users contribute fairly.

**Transparency:** Stakeholders called for clear communication regarding how parking revenues are used to support infrastructure improvements and maintenance.

### **Indigenization, Inclusion, Diversity, Equity & Accessibility (IIDEA) Considerations**

The City of Kingston is committed to fostering an inclusive and accessible community. Proposed parking policy updates prioritize affordability and compliance for accessible parking spaces while maintaining financial sustainability.

Key recommendations include reducing hourly fees for accessible parking from \$1.50/hour to \$1.00/hour, addressing financial barriers faced by individuals with disabilities. This adjustment ensures affordability while aligning with best practices in Ontario. To enhance compliance, fines for unauthorized use of accessible spaces will increase from \$300 to \$400, deterring misuse and reserving these spaces for those with valid permits.

The three-hour time limit for on-street accessible parking will remain, ensuring availability for multiple users throughout the day. These measures reflect feedback from stakeholders, including the Municipal Accessibility Advisory Committee, and align with peer municipalities' standards.

By reducing costs, strengthening enforcement, and promoting equitable access, Kingston reaffirms its commitment to a barrier-free community while supporting sustainable parking operations.

### **Existing Policy/By-Law**

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

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**Financial Considerations**

The changes to the parking rates and fines being recommended will be reflected in the 2025 Parking Operating budget. The projected budgeted total increase in revenue is \$1.8m. The removal of the paid accessible parking fine transfer to the Community Services Accessibility Program will be reflected in the appropriate 2026 operating budgets.

**Contacts:**

Laird Leggo, Manager, Licensing, Parking Operations and Policy 613-546-4291 extension 3132

**Other City of Kingston Staff Consulted:**

Lana Foulds, Director, Financial Services

Janet Jaynes, City Clerk

Greg McLean, Policy & Program Coordinator, Transportation and Transit

**Exhibits Attached:**

Exhibit A EITP-16-017

Exhibit B MAAC-23-008

Exhibit C Proposed Amendments to By-Law Number 2005-10

Exhibit D Parking Rate Review – City of Kingston, prepared by BA Consulting Group

Exhibit E Parking Violations – Proposed Fines



**City of Kingston**  
**Report to Environment, Infrastructure and Transportation Policies Committee**  
**Report Number EITP-16-017**

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

**From:** Jim Keech, President and CEO, Utilities Kingston

**Resource Staff:** Sheila Kidd, Director, Transportation Services

**Date of Meeting:** October 11, 2016

**Subject:** Parking Rate Review - Recommendations

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**Executive Summary:**

Staff recently completed a Parking Rate Review to develop a parking pricing framework, which will ensure the long-term health and sustainability of the Parking Reserve Fund (PRF) and be consistent with the City's parking management objectives.

The City's parking system is accounted for as a separate cost centre. All costs associated with operations are paid through parking revenues, with net revenues allocated to the PRF on an annual basis. Over the past 5 years, the City has invested a significant amount to maintain and protect the aging Chown, Bruce, and Hanson parking garages. In addition to the capital expenditures required for maintenance, there is a need to invest in new parking supply to replace parking spaces that will be eliminated as surface parking lots are developed.

BA Consulting Group was engaged to assist with the rate review and recommend a parking pricing framework that will enable the City to meet the fiscal parking requirements and ensure the long-term health of the reserve fund. Using operating and capital budget forecasts, BA Consulting Group developed a 15-year financial model which determined that, if there are no changes to parking rates other than an annual increase to monthly permits of 3%, the PRF would go into deficit by 2022, and the deficit would increase to approximately \$35 million by 2030.

At its September 2016 meeting, the Environment, Infrastructure, and Transportation Policies Committee (EITP) received an information report (EITP-16-016, attached as Exhibit A) and a presentation from BA Consulting Group regarding pricing scenarios and a recommended approach to meet the objectives of the Parking Rate Review.



The purpose of this report is to present staff's recommendations for pricing adjustments to parking rates and fines.

**Recommendation:**

**That** the Environment, Infrastructure & Transportation Policies Committee recommend that Council approve the parking rate and fine adjustments as follows:

- 1) Adjust the rate category for monthly permits effective March 2017 as follows:
  - Chown and Hanson garages from Category 3 to Category 4
  - Court House and Area A on-street commuter permits from Category 2 to Category 3
  - Gorsline lot from Category 1 to Category 2
- 2) Increase hourly parking rates in the Institutional Area (Queen's/KGH/Courthouse) for both on and off-street to \$2.00 per hour, effective June 2017
- 3) Increase event rates by \$1.00 in the Frontenac, Drury, King/Queen, Barrack, Angrove, and Springer lots effective September 2017, and in the Anglin and Upper/Lower Bruce lots effective September 2019
- 4) Discontinue charging event rates on Sundays effective September 2017
- 5) Increase on-street hourly rates in the Downtown and Williamsville area to \$2.00 per hour for high demand zones and \$1.50 per hour in low demand zones and off-street parking lots effective January 2019
- 6) Seek approval from the Ministry of the Attorney General to increase parking meter-related fines increases in 2018 as follows:
  - Pertaining to sec. 4.11 of By-law 2010-128 - Fail to Display Pay & Display Receipt, whereby no proof of payment is evident, increase voluntary early payment to \$20.00 and set fine to \$25.00;
  - Pertaining to sec. 4.12 of By-law 2010-128 - Expired Meter, increase voluntary early payment to \$15.00 and set fine to \$20.00; and

**That** staff incorporate the approved rates into the Fees and Charges By-law.

**Authorizing Signatures:**

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**Jim Keech, President and CEO,  
Utilities Kingston**

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**Gerard Hunt, Chief Administrative Officer**

**Consultation with the following Members of the Corporate Management Team:**

Lanie Hurdle, Commissioner, Community Services	Not required
Denis Leger, Commissioner, Corporate & Emergency Services	Not required
Desiree Kennedy, Chief Financial Officer & City Treasurer	Not required

## Options/Discussion:

### Background of the Parking Rate Review

The City's parking system operates as a self-sustaining cost centre, whereby net revenues are contributed to the Parking Reserve Fund (PRF). All capital expenditures including repairs to the City's parking garages and surface lots, equipment purchases, and technology are funded from the Parking Reserve Fund.

Capital expenditures over the next 15 years are projected to be significant, primarily due to maintenance required at the City's three aging parking structures and the need to develop new parking supply. To ensure the sustainability of the PRF, BA Consulting Group was engaged to assist the City with a Parking Rate Review. Objectives of the review are to recommend pricing strategies that will ensure the long-term health of the PRF and continue to support the City's Parking Management Principles.

BA Consulting Group assessed Kingston's parking context, reviewed current parking rates and fines, and developed a 15-year financial model (2016 – 2030), which included operating revenues and expenses, and planned capital expenditures. The model also included the funding of new parking supply that will be required to replace spaces that will be eliminated when surface parking lots are developed. The rate review was previously presented to the Environment, Infrastructure, and Transportation Policies (EITP) Committee meeting on September 13, 2016 as an exhibit to EITP 16-016. An error was noted in the consultant's report regarding the amortization period to finance the development of new parking structures. This error has been corrected in the updated City of Kingston Parking Rate Review (BA Group – September 16, 2016), attached to this report as Exhibit A.

Based on a review of historical and projected expenditures, staff determined that an annual contribution of approximately \$2 million allocated to capital should be maintained and the Parking Reserve Fund balance should have a minimum balance of about \$5 million by 2030.

BA Consulting Group's analysis found that if no changes are made to parking rates or fines, the Parking Reserve Fund will go into a deficit position in the year 2022, and the deficit would increase to \$35 million by 2030.

The rate review considered the following five items for parking both on-street and in lots:

1. Hourly, monthly and event rates
2. The relationship between on and off-street rates
3. Maximum length of stay
4. Hours when payment is required
5. Changes to the parking fines

### Rate and Fine Scenarios

Using the 15-year financial model, BA Consulting Group developed three alternate funding scenarios that met the financial objectives for the Parking Reserve Fund. These scenarios and the forecasted impact on the reserve fund were presented in early August 2016 to stakeholder representatives from the BIA, Queen’s University, and the hospitals. The scenarios, outlined in the chart below, were also posted on the City’s website in order to obtain feedback from the public.

At the September 13, 2016 EITP Committee meeting, BA Consulting Group presented the three scenarios as summarized in the chart below.

Proposed Changes	Base Scenario	Scenario 1	Scenario 2	Scenario 3
<b>On-Street Parking Rate</b>	No Change	<p><b><u>Institutional:</u></b> +\$0.50 in 2017 and \$0.50 in 2024 and 2029</p> <p><b><u>Downtown HD:</u></b> +\$0.50/hour every 5 years (starting in 2019)</p> <p><b><u>Downtown LD:</u></b> +\$0.50/hour in 2019 and +\$0.25/hour in 2024, 2029</p>	<p><b><u>Institutional:</u></b> +\$0.50 in 2017 and \$0.25 in 2024 and 2029</p> <p><b><u>Downtown HD &amp; LD:</u></b> +\$0.25/hour every 5 years (starting in 2019)</p>	<p><b><u>Institutional:</u></b> +\$0.50 in 2017 and \$0.25 in 2024 and 2029</p> <p><b><u>Downtown HD &amp; LD:</u></b> +\$0.25/hour every 5 years (starting in 2019)</p>
<b>Off-Street Parking Rate</b>	No Change	<p><b><u>Institutional:</u></b> +\$1.00 in 2017 and \$0.50 in 2024 &amp; 2029</p> <p><b><u>Downtown :</u></b> +\$0.50/hour in 2019 and +\$0.25/hour in 2024 and 2029</p> <p><b><u>Garages:</u></b> +\$0.25/hour in 2024 and 2029</p>	<p><b><u>Institutional:</u></b> +\$1.00 in 2017 and \$0.25 in 2024 and 2029</p> <p><b><u>Downtown :</u></b> +\$0.25/hour every 5 years (starting 2019)</p> <p><b><u>Garages:</u></b> +\$0.25/hour 2029</p>	<p><b><u>Institutional:</u></b> +\$1.00 in 2017 and \$0.25 in 2024 and 2029</p> <p><b><u>Downtown :</u></b> +\$0.25/hour every 5 years (starting 2019)</p> <p><b><u>Garages:</u></b> +\$0.25/hour 2029</p>
<b>Extended Hours of Payment</b>	No Change	No Change	+ 3 Hours in 2019 (on-street high demand zones and parking lots)	<p>+ 3 Hours in 2017 (on-street high demand zones)</p> <p>+ 3 Hours in 2019 except in Frontenac, Barrack and Anglin lots</p>

<b>Proposed Changes</b>	<b>Base Scenario</b>	<b>Scenario 1</b>	<b>Scenario 2</b>	<b>Scenario 3</b>
<b>Event Parking Rates</b>	No Change	Increased by \$1.00	Replaced by extended hours	Replaced by extended hours, except in Frontenac, Barrack, Anglin Lots (increased by \$1.00)
<b>Parking Fine Increases</b>	No Change: Fail to display: \$10/15 Expired meter: \$10/15	<u>2018 Increase</u> Failure to display ticket: \$20/25 Park at expired meter: \$15/20		
<b>Parking Reserve Fund Balance - 2030</b>	-\$35.2 M	+\$4.2 M	+\$5.1 M	+\$5.4 M
<b>Annual Reserve Fund Transfer in 2030</b>	-\$2.6 M	+\$1.6 M	+\$1.3 M	+\$1.2 M

Note: HD refers to High Demand; LD refers to Low Demand

All three scenarios included the following recommendations:

- Increase hourly rates in the Institutional area (Queen's/KGH/Courthouse) for both on and off-street to \$2.00 per hour in the fall of 2017.** This is an extremely high demand area and parking rates can help manage demand and deter employees from occupying spaces designated for shorter term visitors. Rates for the parking supply owned/operated by the university and hospital are currently set at \$2.50 and \$3.50 per hour.

2. **Increase parking meter-related, voluntary and set fines in 2018 as follows:**
  - a. Expired meter – increase by \$5.00 and go from \$10.00/\$15.00 to \$15.00/\$20.00
  - b. Fail to display – increase by \$10.00 and go from \$10.00/\$15.00 to \$20.00/\$25.00

Only meter-related parking fines were considered as part of this review. The set fine of \$15.00 for parking at an expired meter has remained unchanged for over 25 years. The voluntary early payment (if paid within seven days) was changed from \$7.00 to \$10.00 in 2004, and has not changed in the 12 years since.

The consultant also recommended differentiating the fines for when a meter or time on the Pay & Display ticket has expired, versus no payment at all, known as “Fail to Display”.

3. **Implement increases in the Downtown and Williamsville area in 2019.** The consultant recommended delaying any increases in the commercial areas until after the completion of the final phase of the Princess Street reconstruction work (Big Dig 4).
4. **Continue monthly permit increases as per the existing policy.** In 2013, Council approved a new rate structure (EITP 13-004) for monthly parking rates and transit fares. This report established policy to ensure monthly parking rates were priced at least 10% higher than the lowest monthly transit fare. It also established rate categories and a framework for future rate increases, based on demand, location and the annual fees and charges review. The consultant determined that the existing policy is appropriate and therefore the City should continue to review and adjust monthly rates in accordance with these practices.
5. **No changes to hourly rates at the Chown, Bruce, and Hanson garages until 2024.** Hourly fees at the City’s three parking structures were increased in 2016 to help offset the significant capital investment for safety barriers at the Chown and Hanson, and the current capital rehabilitation program at the Hanson. Therefore, the consultant recommended no further increase to hourly rates at these garages is required until 2024.
6. **Following implementation of rate increases recommended for 2017 through 2019, review parking utilization and financial performance to assess rate increases in 2024 and every five years thereafter.** To maintain the long-term health of the Parking Reserve Fund, the consultant recommended regular rate increases every five years.

### **Downtown and Williamsville Areas, Including Event Rates**

In addition to the above recommendations, the consultant presented three scenarios for the Downtown and Williamsville areas. One of the scenarios allowed for a lower rate increase by extending the time when payment is required. Options were also considered for event parking rates.

Scenario 1 maintains the existing time when payment is required and introduces a rate increase of \$0.50 per hour in both high demand areas and in lower demand areas and parking lots. In Scenario 2, the time when payment is required is extended by three hours per day to limit the rate increase to \$0.25 per hour versus \$0.50. Scenario 3 is the same as Scenario 2 with the exception of event rates.

Event rates in Scenario 1 increase by \$1.00 for all event lots. Event rates are replaced by extended hours in Scenario 2. Scenario 3 is essentially the same Scenario 2 however the extended time when payment is required is not applied to the three lots in the immediate vicinity of the Rogers K-Rock Centre.

### **Extended Stay**

The consultation process identified a desire by downtown business owners and some members of the public to extend the maximum stay on street and in parking lots in the commercial area. The consultant recommended increasing the maximum stay by one hour in Pay & Display zones and parking lots in the Downtown and Williamsville areas, but noted these changes should be phased in to enable staff to monitor the impact on the parking supply. The consultant also noted that a premium of at least \$0.50 should be added to the additional hour, above and beyond the current rate in effect.

BA Consulting Group has recommended the City adopt Scenario 1 as it meets the financial objectives established for the Parking Reserve Fund and because this option was preferred by the stakeholders.

### **Public Consultation**

Stakeholder and public input has been solicited throughout the review period. Stakeholders meetings included representatives from the Downtown Kingston Business Improvement Area (BIA), KEDCO (Tourism), the Chamber of Commerce, large event organizers, a Municipal Accessibility Advisory Committee (MAAC) project team, Queen's University, and the hospitals (KGH/HDH). A Public Information Session was hosted at the beginning of the review to allow the consultant to present the study background and objectives. The primary aim of the first round of consultation was to explain the reason for conducting the rate review and gain feedback on the planned approach.

In early August 2016, a second round of stakeholder consultations was held to explain the financial model and present three scenarios for consideration and discussion.

Throughout the project, information has been posted on the City's website and members of the public were encouraged to submit comments. Feedback from the stakeholders and public is summarized as follows:

- General support for increasing parking rates to maintain existing and fund new supply
- Support for increasing parking fines

- BIA support for delaying rate increases in the downtown until 2019, following the last phase of Princess Street reconstruction
- Do not raise monthly rates more than inflation as they have already been recently raised
- Do not change to the special rate for Cancer Centre patients at \$1.00 per hour/\$5.00 per day
- Rates should encourage active and alternative transportation
- Increase length of stay (e.g. increase Princess Street from two to three hours)
- Introduce technology to improve parking experience (e.g. pay by phone; credit card payments for single meters; way finding)
- Maintain free parking in the evening and on Sundays
- Enforce employees using short-term spaces for all-day parking
- Consider new permit categories: e.g. special charity programs and contractors
- Increase fines for parking in a bus stop
- Consider increasing the fine for parking in an accessible parking space
- Allow Pay & Display tickets to be used in multiple locations
- Members of Downtown Kingston BIA also requested the City establish some promotional programs to encourage visitors to the downtown. This request is beyond the scope of the rate and fine review however staff is committed to working with the BIA to explore promotional opportunities that will help maintain the vibrancy of Kingston's downtown. The ability to allow Pay & Display (PD) tickets to be used in multiple locations already exists with some conditions. A valid PD ticket purchased in a high demand zone can be used in any on-street location. To protect the pricing and maximum stay regulation, PD tickets purchased in low demand areas and parking lots are not valid in high demand spaces.

## Staff Recommendations

Based on the consultant's review and input received from stakeholders and members of the public, staff is proposing a series of recommendations aligned with Scenario 1, as recommended by BA Consulting Group. The staff recommendations outlined below include some slight modifications to the consultant's recommendations to enable phased implementation and ensure the parking supply is optimized.

1. **Increase the monthly fee for the Chown, Hanson, Court House, Gorsline, and Area "A" On-Street permits, effective March 2017.** In 2013, Council adopted rate categories for monthly permits and pricing was assigned based on demand. The identified locations experience peak demand between 90 – 95% and therefore it is recommended that each location be adjusted to the next highest rate category. Based on 2016 rates, permits at the Chown and Hanson will increase to \$121.28, permits for Area A and the Courthouse will increase to \$97.10 and permits at the Gorsline lot will increase to \$80.86. All monthly permits are subject to a 3% annual increase in accordance with the Fees and Charges By-law. This recommendation is consistent with current policy for establishing monthly permit



rates and the recommended rate adjustments align to the transit fare increases that are proposed for January 2017.

2. **Increase hourly rates in the Institutional area (Queen's/KGH/Courthouse) for both on and off-street to \$2.00 per hour, effective June 2017.** This recommendation will help manage demand in the institutional areas and will encourage commuters and other motorists to use the transit system for some of their trips. Since the introduction of Express Service and complimentary Park & Ride locations, Kingston Transit has received positive feedback from numerous residents who have used transit when travelling to the institutional area. City rates specifically designated for Cancer Centre patients will remain unchanged at \$1.00 per hour or \$5.00 for the day.
3. **Increase event rates by \$1.00 in the Frontenac, Drury, King/Queen, Barrack, Angrove and Springer Lots in September, 2017, and in the Anglin, Upper and Lower Bruce Lots in September, 2019.** Event rates only apply when there is an event at the Rogers K-Rock Centre. The revenue generated from event rates assists in funding a portion of the Centre's construction debt. Off-street event rates are currently \$5.00, \$4.00, and \$3.00, according to proximity to the Rogers K-Rock Centre. On-street parking remains at no charge evenings and Sundays. Typically, the Anglin and Bruce lots are underutilized for event parking. As surface lots in close proximity to the Centre are replaced with new development, strategies will need to be implemented to attract parkers to the lots that are farther away. Delaying the increase at the Anglin and Upper/Lower Bruce lots until 2019, when new supply is available, will be an incentive to attract motorists to these lots.
4. **Discontinue charging event rates in parking lots on Sundays, effective September 2017.** Sunday parking is free both on-street and in parking lots unless there is an event at the K-Rock Centre. When an event is scheduled for a Sunday, event rates apply in the parking lots only. Parking is not in high demand on Sundays, and there are operational savings that will be realized if this practice is discontinued.
5. **Increase parking meter-related, voluntary and set fines in 2018 as follows:**
  - a. Expired meter – increase by \$5.00 and go from \$10.00/\$15.00 to \$15.00/\$20.00
  - b. Fail to display – increase by \$10.00 and go from \$10.00/\$15.00 to \$20.00/\$25.00

Meter related fines need to be adjusted to encourage compliance. Staff is recommending implementation in 2018 to allow time to meet the legislated requirement to have the proposed fine amounts reviewed and approved by the Ministry of the Attorney General.

6. **Increase on and off-street rates by \$0.50 per hour in the Downtown and Williamsville area, effective January 2019.** Hourly rates were last adjusted to \$1.50 per hour in 2004 for high demand on-street zones. Surface lots and low/moderate demand zones have not been adjusted for decades and remain at \$1.00 per hour. The recommended rates in 2019 will be \$2.00 for high demand zones and \$1.50 per hour for surface lots and low demand zones. This recommendation maintains the existing hours when payment is required.

## **Future Rate Increase Considerations**

The consultant recommended future rate increases every five years, starting in 2024. The parking system's utilization and financial performance will be reviewed and the financial model will be updated in 2020, following the implementation of the recommendations in this report. This will inform recommendations for future rate adjustments that will ensure the long-term health of the parking reserved fund.

## **Items to be Addressed in Future Staff Reports**

**Extending the Maximum Stay** – The consultant's recommendation to increase the maximum stay from two to three hours in downtown high demand on-street zones, and from three to four hours in some downtown lots is not being recommended in this report. Staff acknowledge that increasing the length of stay would be beneficial for some motorists, however additional analysis needs to be done before a specific recommendation can be presented. Staff will present a report by Q1 2017 that indicates the street block/locations where extending the maximum stay could be considered. Any consideration for extending the maximum stay will include a premium of at least \$0.50 per hour, in addition to the existing rate, to help protect the supply of high demand spaces.

There were a few items raised during the consultation process that were beyond the scope of the rate review. These items are summarized below for information purposes and future consideration.

## **Parking Technology**

New technologies and social media are changing the parking industry in the same manner that technology has changed almost every aspect of life. The City's Parking Division currently uses a variety of technologies such as electronic metering, parking access and revenue control systems, and in-field enforcement devices. There are numerous technology options available that will improve the customer experience and help optimize the utilization of the parking supply. These options include the ability to use a smart phone application to pay for parking. Staff acknowledges this option would complement any recommendations related to extending the maximum stay time in high demand areas. A technology plan will be developed in 2017 as an important first step is to explore the technology options that are appropriate for Kingston and understand the level of investment and technical requirements to integrate and maintain new technologies that could be introduced.

## **Contractor Permits**

The introduction of time restrictions in on-street program neighbourhoods is creating problems for some contractors, particularly those who regularly perform work in residential areas. Staff is reviewing options for contractors and exploring how to best address their concerns. A report on this topic will be presented in Q1 2017.

## **Non-meter related Parking Fines**

Unauthorized parking in a bus stop - During the consultation process, feedback was received regarding increasing fines for bus stop violations. Staff is currently reviewing fines related to towing procedures and will address fines related to bus stop violations as part of a separate report by Q2 2017.

Unauthorized Parking in an Accessible Space - In 2005, the City increased the fine for unauthorized parking in an accessible space from \$100 (\$75.00 if paid within 7 days) to the statutory minimum of \$300.00, with no voluntary early payment option. The next highest parking fine in Kingston is \$35.00. Two hundred dollars of each paid accessible parking fine is allocated to the Community Services Accessibility program.

In 2015, 264 tickets were issued for unauthorized parking in an accessible space. Of these, 106 were subsequently cancelled upon evidence being provided that a holder of a valid accessible parking permit was operating or being transported in the vehicle at the time of the violation. The City has otherwise adopted a zero tolerance policy towards contests of tickets received by persons parked in an accessible space without a valid permit.

Of 28 Ontario municipalities including Kingston surveyed in 2016 by the Ontario Traffic Council, 17 have maintained the statutory minimum rate of \$300.00 for accessible parking fines. Seven municipalities have established a rate of \$350.00 and one municipality has a rate of \$375.00. There are only 2 municipalities of the 28 surveyed that have a rate of \$400.00 and the City of Toronto has a rate of \$450.00.

Over ninety percent of the parking tickets appealed to court in Kingston are for unauthorized parking in an accessible space, with most defendants simply seeking a reduction in the fine amount. Increasing the fine above the \$300.00 statutory minimum would likely result in a further increase the number of court appeals. This pattern was observed by the City of Toronto after its fine was increased to \$450.00. In circumstances where the court chose to reduce the fine amount, the reduction was often back to the \$300.00 minimum amount.

Given the above information, staff is not recommending an increase to the accessible space parking fine at this time. Staff will continue to monitor the accessible parking fines and observations of other municipalities in Ontario and will share new information with MAAC as warranted.

## **Conclusion**

The recommendations presented in this report support the financial needs of the parking system and the long-term health of the Parking Reserve Fund. It is anticipated that the annual contribution will continue to be around \$1-2 million, and the balance in 2030 will be approximately \$4.3 million. Furthermore, the recommendations address Kingston's parking management principles by charging rates according to demand. On-street spaces in the high demand commercial areas are priced higher than lots and lower demand locations. Rates in the

Institutional Area reflect the significant demand but are still lower than rates charged by the university/hospital, which are currently set at \$2.50 and \$3.50 per hour.

Delaying hourly rate increases in the Downtown and Williamsville areas acknowledges the sensitivity of parking rates and the impact of major road reconstruction on the downtown businesses.

### **Next Steps**

Subject to approval the *Fees and Charges By-law 2005-10* will be updated to reflect the rate changes for 2017.

A request to the Ministry of the Attorney General is required for changes in parking fines. This request will be made in 2017 for implementation in 2018.

### **Existing Policy/By Law:**

By-law 2005-10, A By-Law to Regulate Fees and Charges

### **Notice Provisions:**

Not applicable.

### **Accessibility Considerations:**

Accessible parking spaces are \$1.00 per hour at all locations, which is \$0.50 per hour less than the regular high demand rate of \$1.50 per hour. Accessible parking rates will increase along with regular rates however the high demand, on-street locations will still be \$0.50 per hour less than regular rates.

### **Financial Considerations:**

The 2017 operating budget will reflect the projected revenue increases associated with the rate increase recommendations for 2017. Rate changes recommended for implementation in 2018 and 2019 will be incorporated into the 2018 budget and future year forecasts as part of the 2018 budget process. The proposed rate changes for 2017 through 2019 will provide additional revenue to ensure the Parking Reserve Fund does not go into a deficit in 2022. Based on the current financial model, future rate adjustments in 2024 and 2029 will be required to maintain a healthy balance in the reserve fund of approximately \$5 million over the next 15-year period.

### **Contacts:**

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**Other City of Kingston Staff Consulted:**

Lana Foulds, Manager Financial Planning  
Ian Semple, Manager, Service Development  
Kim Leonard, Manager, Parking Operations  
Greg McLean, Policy and Program Coordinator

**Exhibits Attached:**

Exhibit A – City of Kingston Parking Rate Review (BA Group –September 2016)



BA Group

# PARKING RATE REVIEW

City of Kingston

Prepared For: City of Kingston

September 16, 2016



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## 1.0 INTRODUCTION

### 1.1 STUDY PURPOSE

The purpose of this study is to develop a parking pricing framework that will enable the City to continue to operate, maintain and enhance the municipal parking system over the long-term on a financially sustainable basis while supporting the City's parking management principles.

The study area includes all paid parking in the downtown, Queen's University, Kingston General Hospital and Williamsville areas.

This report provides an overview of the following:

1. A review of the existing parking context including parking supply (on and off-street), paid parking rates, duration of stay, parking fines and event parking.
2. An assessment of potential rate setting considerations including but not limited to proportional versus disproportional rate increases, extended hours of payment, relationship of parking fines to rates, special event rates and duration of stay.
3. The development of alternative parking rate scenarios that meet the City of Kingston's long-term financial objectives.



### 1.2 BACKGROUND

The City of Kingston has adopted six Parking System Management Principles to guide the operation, management and planning for the municipal parking system:

1. Parking rates promote the City's Transportation Master Plan (TMP) and Transportation Demand Management (TDM) objectives
2. Provide short-term parking in high demand areas
3. Long-term parking is provided on the periphery of the high demand areas
4. Pricing and maximum stay are used to encourage short stays / high turnover in high demand areas
5. Optimize use of existing parking supply prior to creating new supply
6. Parking fines are set to encourage compliance

The City has a long-standing policy that the municipal parking operation should be financially self-sustaining from an operational and life cycle cost perspective with surplus revenue being placed in a reserve fund in order to ensure that sufficient funds are available to maintain and upgrade the existing system and to invest in new facilities. Historically the current parking rate structure has enabled the system to operate with annual surplus revenues that have been placed in the reserve fund. However, substantial repair, restoration and safety improvements are required for the aged parking garages that will place significant strain on the reserve fund balance. For example in 2016, the City expects to spend approximately \$4.3 million on capital repair and upgrades to the Chown and Hanson garages.

In addition, the City has recently determined the need to invest in a new parking garage in the North Block area because two of the existing surface lots that are operated by the City (but owned by a private party) will be replaced with new development projects, resulting in a need to replace the lost parking in order to provide a reasonable level of service for people doing business in the downtown. This \$18.0 million investment in the downtown will be financed over a 25 year period, adding an annual debt finance cost of approximately \$1.3 million per year. Additional investment in a second new public parking garage will eventually be required for the downtown as more surface lots are redeveloped in support of residential intensification in the downtown area. The City also needs to plan for new parking infrastructure in the Williamsville area in order to facilitate and accommodate redevelopment of this area.



North Block Development Rendering

With these challenges in mind, BA Group has been retained to assist the City in developing a financial plan for the future that considers the capital repair and improvement cost associated with the existing system as well as the planned and anticipated investments in new facilities. The analysis includes a review of the existing parking rate and fine structure and an assessment of potential alternative revenue sources.

## 2.0 STAKEHOLDER AND PUBLIC CONSULTATION

### 2.1 CONSULTATION PROCESS

Public consultation has been undertaken throughout the study in order to inform and guide the process. Meetings with key stakeholders were held early on in the study (May 24, 2016) to ensure that those who are or feel that they are affected by parking issues within the study area have been given the opportunity to provide feedback early on in the process. Consultation included meetings with the following stakeholders:

- Downtown Kingston! Business Improvement Area
- Kingston Economic Development Corporation (KEDCO), Greater Kingston Chamber of Commerce
- Downtown Retailers, Restaurateurs and Large Event Stakeholders
- Municipal Accessibility Advisory Committee
- Queen's University
- Hospital Representatives
- City of Kingston staff

An open house was held on May 24, 2016 (6:30 pm to 8:00 pm) to present initial findings to the public and collect feedback. A presentation was made by BA Group during the open house and the presentation was followed by a question and answer period. City staff were present at the meeting to answer questions and solicit feedback.

An additional stakeholder meeting with representatives of the Downtown Kingston BIA and Tourism Kingston was held on August 9, 2016 to present preliminary funding options and to obtain comments. City of Kingston staff subsequently met with Queen's University and Kingston General Hospital to review preliminary financing scenarios.

Public feedback regarding the parking rate review has been ongoing with both presentations posted on the City's website. Public comments were invited prior to presenting the results of the study to the Environment, Infrastructure and Transportation Policies (EITP) committee on September 13th.

### 2.2 STAKEHOLDER COMMENTS

Stakeholder comments solicited through the consultation process were considered when developing long term funding options. An overview of the comments that we received are summarized below.

- Support to increase parking fines as a means to generate additional revenue and encourage compliance with paid parking requirements.
- Support to increase maximum permitted duration of stay.
- Downtown businesses and employers are very sensitive to price increases.
- Introduce technologies to improve paid parking experience (e.g. pay by phone).
- Parking rate increases in the Downtown should not occur until the end of construction (Big Dig) or the construction of the North Block public parking garage.
- Perception that parking is not available in the Downtown – need to develop a better wayfinding strategy.



- There is a perception that paid parking discourages people from coming into the Downtown.
- Concern surrounding the affordability of monthly employee parking rates.
- Some sensitivity to extending hours of paid parking.
- Some concern about vehicles exceeding the permitted duration of stay (plugging the meters to park all day).
- The BIA would like more parking incentives and the ability for Pay and Display tickets purchased at City machines to be valid at multiple locations.



## 3.0 EXISTING PARKING CONTEXT

### 3.1 PARKING SUPPLY

The City of Kingston manages 4,321 paid parking spaces including 1,835 on- street and 2,486 off-street spaces. The City issues approximately 1,000 monthly parking permits primarily for commuter use for various lots and administers an On-Street Parking Program in selected residential locations. Hourly parking revenue is obtained using Pay-on-Foot, Pay & Display and single space meters. A summary of the existing on- and off-street parking supply throughout the study area is provided in Table 1. Municipal parking lots and on-street parking zones are illustrated in Figure 1 and Figure 2.

**TABLE 1 STUDY AREA PARKING SUPPLY**

Parking Lot / Garage	Parking Supply	On-Street Parking	Parking Supply
Byron Memorial Lot	75	Parking Zone 1	179
Upper Robert Bruce Memorial Lot	51		
Armstrong Memorial Lot	16	Parking Zone 2	274
Gorsline Lot	114		
Barrack St Lot	120	Parking Zone 3	109
McKee Memorial Lot	51		
Chown Memorial Lot	450	Parking Zone 4	241
Hanson Memorial Lot	274		
Angrove Memorial Lot	75	Parking Zone 5	198
Drury Lot <sup>1</sup>	140		
Springer Lot	62	Parking Zone 6	127
Anglin Lot	228		
Ordnance St Lot	32	Parking Zone 8	144
King/Queen St Lot	130		
Frontenac Lot	170	Parking Zone 9	344
Lower Robert Bruce Memorial Lot	48		
Richardson Beach Lot	28	Parking Zone 10	219
KGH Waterfront Lot	52		
Pump House Lot	51	<b>Total</b>	<b>1,835</b>
Sheraton Garage	77		
Library Parking Lot	13		
Court House Lot	155		
Doug Fluhrer Lot	: h		
<b>Total</b>	<b>2,486</b>		

Notes:

1. The Drury lot's parking supply has been reduced from 140 to 61 spaces as part of the redevelopment process.



# Kingston Municipal Parking Lots - Downtown

### Legend

- AutoPay Garage (Hourly and Daily Rates)**
  - 1 Chown Memorial Garage
  - 2 Hanson Memorial Garage
- Monthly Permit Lots (Monthly Rate Only)**
  - 3 Anglin Lot
  - 4 Byron Lot
  - 5 Douglas R. Fluhrer Lot
- Pay & Display Lots (Hourly and Monthly Rates)**
  - 6 Armstrong Memorial Lot
  - 7 Barrack Lot
  - 8 Four Points Sheraton Garage
  - 9 Frontenac County Court House Lot
  - 10 McKee Memorial Lot
  - 11 Ordnance Lot
  - 12 Pump House Lot (Steam Museum)
  - 13 Springer Memorial Lot
- Pay & Display Lots (Hourly Rate)**
  - 14 Angrove Lot
  - 15 Drury Lot
  - 16 Frontenac Lot
  - 17 KGH Waterfront Lot
  - 18 King/Queen Lot
  - 19 Kingston Frontenac Public Library Lot
  - 20 Lower Robert Bruce Memorial Lot
  - 21 Richardson Beach Lot
  - 22 Upper Robert Bruce Memorial Lot

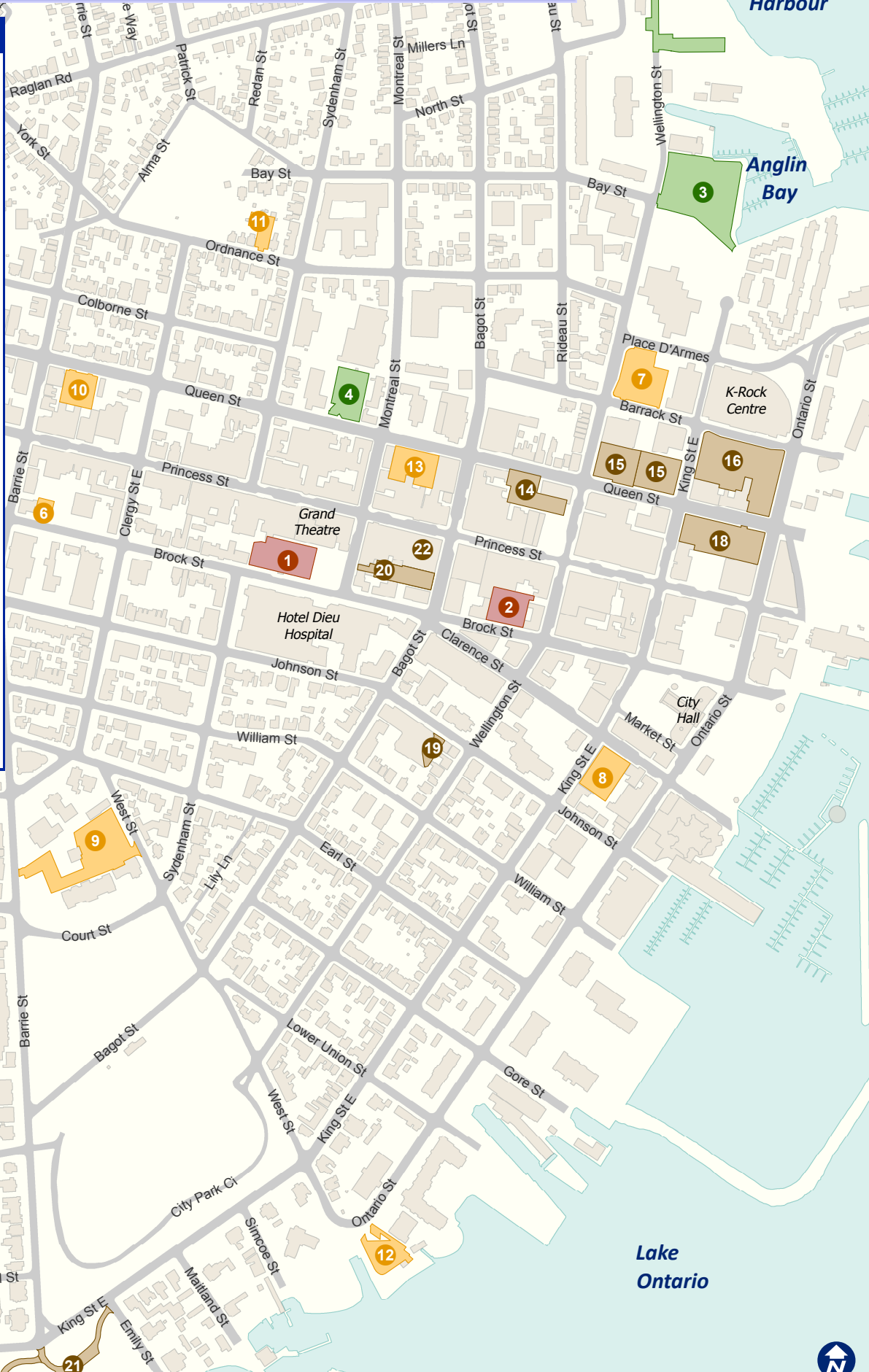


Figure 1 - Municipal Parking Lots

# City of Kingston - Parking Zones

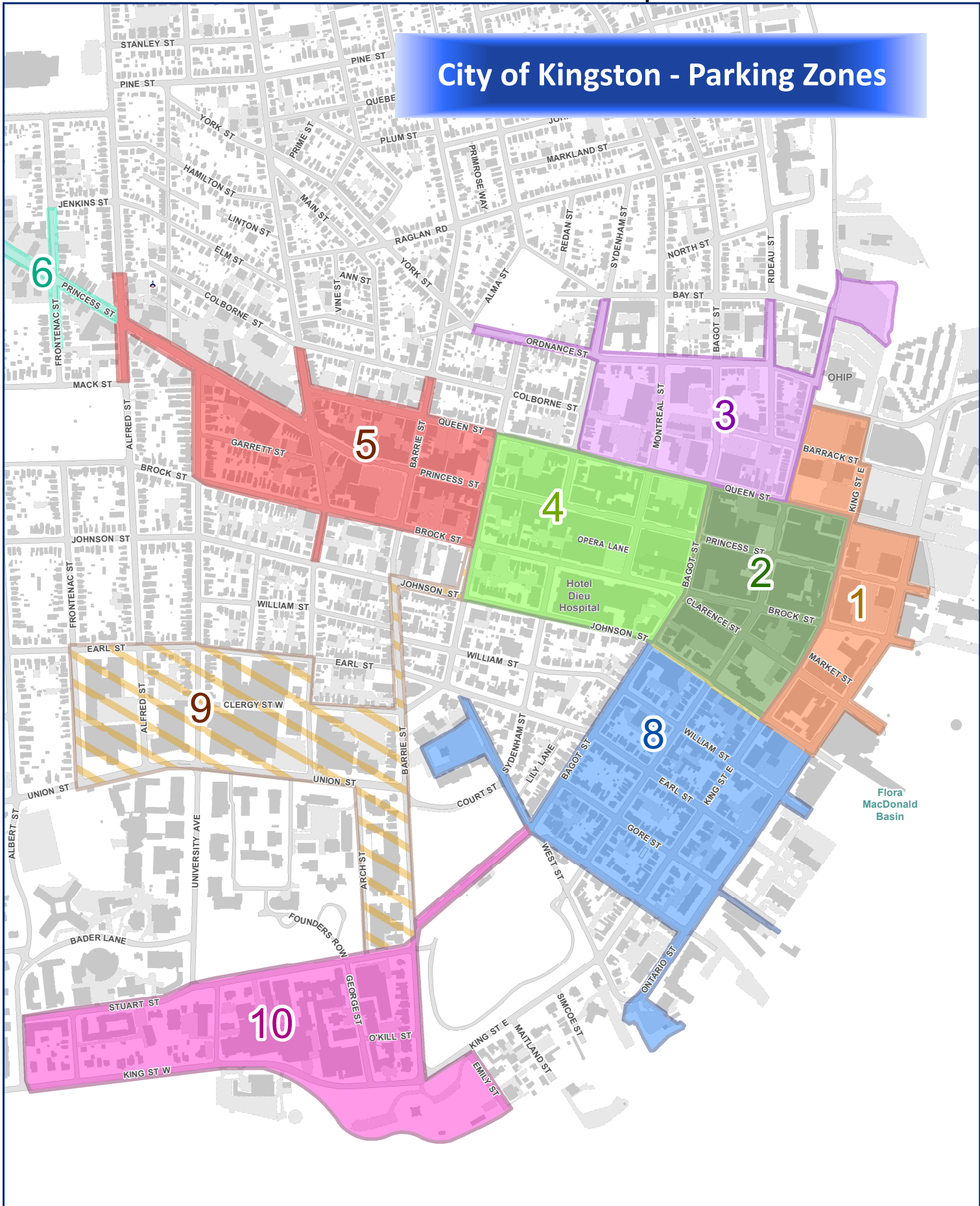


Figure 2 - Off-Street Parking Zones



### 3.2 PARKING RATES & DURATION OF STAY ZONES

Parking rates and regulations are typically used to provide a range of pricing options and to guide people to the most appropriate locations that will optimize the overall efficiency of a parking system. The City of Kingston's parking pricing uses this approach. Monthly parking rates are varied based on location and on-street parking rates are priced at \$1.50 per hour in high demand locations and \$1.00 per hour in low demand areas. Off street surface lots are priced at \$1.00 per hour, while the hourly rates in the three garages were recently increased to \$1.50 per hour from \$1.00. Generally speaking, in commercial areas, longer stay hourly parkers should be encouraged to use the off street parking garages and lots through pricing and/or duration of stay time limits, thereby freeing up more convenient on-street parking in high demand locations for customers requiring shorter duration parking.

The City has also adopted a policy of pricing monthly parking costs so that they are higher than the lowest cost transit pass in order to encourage the use of alternative travel modes and managing their existing parking supply as efficiently as possible in order to minimize the need for future construction of parking infrastructure.

There have been limited increases to parking rates over the last 12 years (since 2004) and most rates have remained unchanged since the 1990s. On-street parking in high demand areas was last increased from \$1.00 to \$1.50 per hour in 2004 while on-street parking in low demand areas and off-street parking in the City's surface lots have not increased since the 1990s. In recognition of the increased costs of maintaining the City's parking structures, the hourly rates in the City's parking garages were increased to \$1.50 per hour as of January 2016.

The City currently has a 2 hour duration limit for high demand areas in the Downtown and a 3 hour limit in the Institutional area (Queen's University, Courthouse and Kingston General Hospital) and Downtown lower demand areas for on-street parking. Paid parking in the downtown is generally required between 9:30 am and 5:30 pm Monday to Saturday (on-street and in surface parking lots) and between 8:00 am and 5:00 pm Monday to Saturday around the Institutional area where Queen's University and Kingston General Hospital are located. A summary of the existing parking rates and time limits is provided in Table 2.

**TABLE 2 CITY OF KINGSTON EXISTING PARKING RATES AND TIME LIMITS**

Location		Parking Rates		Time Limits	Payment Times	
		Hourly	Monthly		Downtown	KGH / Queen's
On-Street	High Demand	\$1.50	N/A	2 to 3 hours	Mon-Sat 9:30 - 5:30	Mon-Sat 8:00 - 5:00
	Low Demand	\$1.00	\$80 - \$121	2 to 3 hours		
Parking Lots		\$1.00	\$70 - \$97	3 to 8 hours	Mon-Sat 9:30 - 5:30	Mon-Sat 8:00 - 5:00
Parking Garages		\$1.50	\$97 - \$121	24 hours	24 hours	N/A





### 3.3 PARKING FINES

Parking fines should be used to encourage compliance with parking regulations including duration of stay and payment of fees, but not necessarily generate a significant revenue surplus compared to the cost of enforcement. Parking fines related specifically to the enforcement of on-street and off-street surface lots have not changed for the last 25 years, even though there have been some increases to hourly rates (in 2004), with the exception of accessible parking fines which are mandated by the Province of Ontario. Early payment rates for meter-related fines were increased in 2004 from \$7.00 to \$10.00.

The City of Kingston has a set fine rate for each infraction as well as a voluntary fine rate (\$5 less than the set fine rate) if paid within 7 days of the ticket being issued. While there are a number of different parking fines issued by the City, there are three specific types of infractions that are directly linked to the parking rate review and financing model. A summary of the early and set fines for each of these fine categories is summarized in Table 3.

**TABLE 3 PARKING FINE TYPES**

	Early Payment	Set Payment
Fail to display receipt	\$10	\$15
Park at expired meter	\$10	\$15
Parking in meter zone in excess of posted time limit	\$20	\$25

It should be noted that parking enforcement fines should be set at rates that are high enough to discourage people from attempting to avoid payment of the parking fee, considering their probability of getting a ticket. As parking rates increase, it is important to also increase fine rates in order to maintain a suitable deterrence value.





## 4.0 FINANCIAL MODEL

### 4.1 EXISTING CONTEXT

BA Group has worked with the City to develop high level estimates of future parking system revenues and costs over the long term. The financial assessment includes a review of full operating, capital repair and maintenance costs and new parking infrastructure development costs.

A summary of the existing parking system annual operating financials from 2013 to 2015 (actual) and 2016 (projected) is provided in Figure 3.

**FIGURE 3 — EXISTING PARKING SYSTEM FINANCIAL PICTURE**

	2013 Actual	2014 Actual	2015 Actual	2016 Projected
<b>Parking System Revenues</b>				
On-Street Parking - metered	\$ 1,973,281	\$ 2,113,047	\$ 2,330,837	\$ 2,210,000
On-Street Other	\$ 98,719	\$ 150,666	\$ 111,671	\$ 115,000
Parking Lots / Garages - metered	\$ 2,342,332	\$ 2,252,410	\$ 2,301,844	\$ 2,540,000
Monthly Permits - Lots & On-Street	\$ 870,563	\$ 1,019,705	\$ 871,028	\$ 858,349
Residential On-Street Permits	\$ 16,620	\$ 20,737	\$ 32,699	\$ 22,000
Fine Revenue	\$ 1,715,607	\$ 1,716,255	\$ 1,672,858	\$ 1,750,000
Misc.	\$ 29,424	\$ 14,077	\$ 16,569	\$ 10,000
<b>Total Revenue</b>	<b>\$ 7,046,545</b>	<b>\$ 7,286,898</b>	<b>\$ 7,337,506</b>	<b>\$ 7,505,349</b>
<b>Parking System Costs</b>				
Parking Ops & Admin	-\$ 2,758,724	-\$ 2,811,136	-\$ 2,959,783	-\$ 2,800,000
Enforcement	-\$ 1,321,660	-\$ 1,252,053	-\$ 1,241,652	-\$ 1,420,000
Municipal Taxes	-\$ 624,824	-\$ 637,339	-\$ 651,192	-\$ 668,000
BIA Levy	-\$ 47,072	-\$ 45,851	-\$ 45,931	-\$ 47,000
<b>Total Cost</b>	<b>-\$ 4,752,280</b>	<b>-\$ 4,746,379</b>	<b>-\$ 4,898,558</b>	<b>-\$ 4,935,000</b>
<b>NET REVENUE</b>	<b>\$ 2,294,265</b>	<b>\$ 2,540,519</b>	<b>\$ 2,438,948</b>	<b>\$ 2,570,349</b>
<b>Parking System Transfers</b>				
Environmental Reserve	-\$ 13,373	-\$ 14,040	-\$ 14,744	-\$ 15,482
Rogers K-Rock Centre Reserve	-\$ 160,589	-\$ 150,000	-\$ 175,000	-\$ 175,000
Parking-Transit Transfer	-\$ 260,000	-\$ 342,313	-\$ 353,909	-\$ 376,615
<b>Total</b>	<b>-\$ 433,962</b>	<b>-\$ 506,353</b>	<b>-\$ 543,652</b>	<b>-\$ 567,097</b>
<b>Parking Reserve Fund Transfer</b>	<b>\$ 1,860,293</b>	<b>\$ 2,034,167</b>	<b>\$ 1,895,296</b>	<b>\$ 2,003,252</b>

Revenues from parking lots and garages generate the largest source of revenue (34%), closely followed by on-street parking (29%). Monthly commuter parking generates 11% and fine revenue represents 23% of the total parking system revenue. It should be noted that only approximately \$695,000 of the fine revenue collected (9% of the total parking system revenue) is specifically related to parking meter fines (i.e. failure to display pay and display receipt, park at expired meter or parking in excess of posted time limit). Only this portion of the parking fine revenue would be impacted by the increased parking fines discussed in this parking funding analysis.

## 4.2 BASE SCENARIO

A base scenario has been developed that illustrates the long-term financial implications of maintaining the status quo rates, fines and hours of payment in order to understand the prospects for a self-funding parking system over the mid to long term. Potential financial shortfalls have been identified in order to understand the general order of magnitude changes in parking system revenues that may be required.

The following assumptions were made for the Base Case financial analysis:

- Maintain existing paid parking hours (generally between 9:30 am and 5:30 pm or 8:00 am to 5:00 pm Monday to Saturday).
- Maintain annual increase of 3% for monthly parking permits.
- Maintain existing hourly/daily parking rates and parking fines.
- Debt payments of approximately \$1.3M annually to finance an \$18M parking structure in the North Block area to replace surface parking spaces on lots that are being redeveloped
- A similar expenditure in 2025 for debt payment on a second parking structure to address further reduction of the parking supply as other surface lots are developed and to support increased demand resulting from intensification and other new development in the downtown
- Lump sum cash investment (totalling \$11.0 million) in Williamsville for the development of new supply, spread out in years 2018, 2022 and 2029

The financial model includes parking system revenues, costs (with an inflationary factor of 2.5 to 3%, depending on expense type) and transfers, which in turn determined the projected annual transfer to the Parking Reserve Fund. The City's 15 year capital plan expenditures have also been incorporated into the model and are estimated to total approximately \$20.0 million and include on-going equipment replacement, technology/ communication upgrades, as well as capital repair and replacement for existing garage/parking lots.

Figure 4 illustrates projected lump sum cash capital expenditures between 2016 and 2030, but excludes the annual debt service payments for the new garages mentioned above.



FIGURE 4 — 15 YEAR CAPITAL PLAN EXPENDITURES

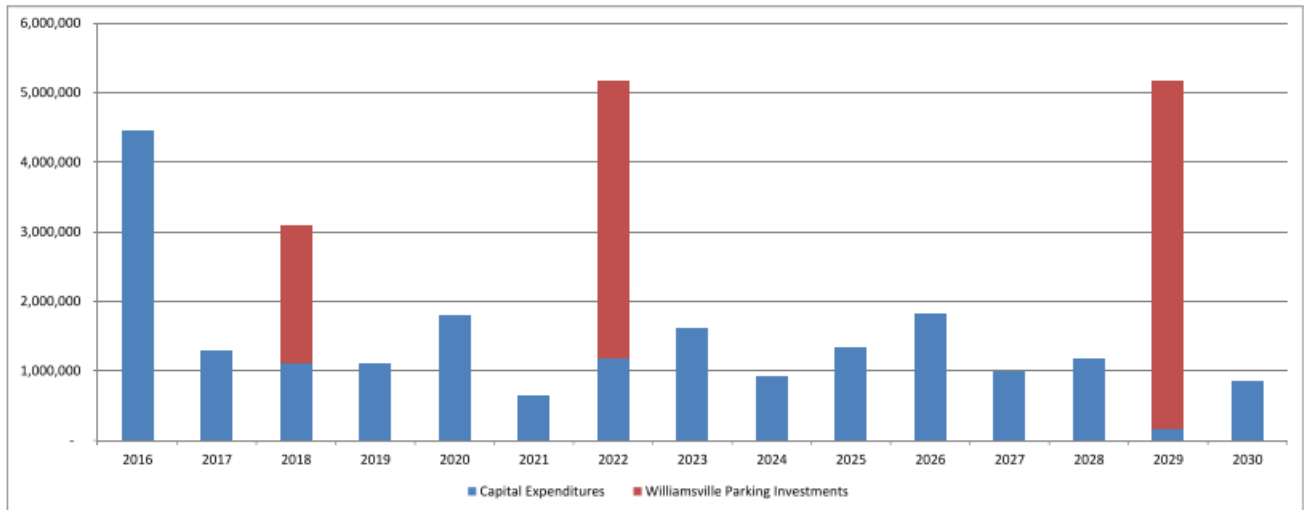
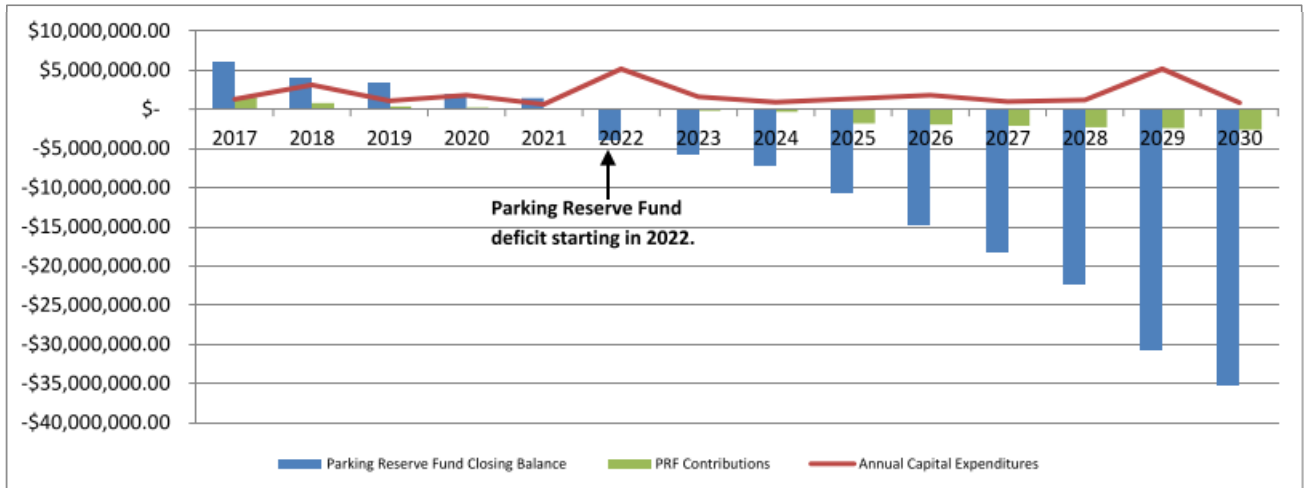


Figure 5 illustrates the parking reserve fund deficit if parking pricing remains unchanged until 2030. Under this condition it is estimated that the parking reserve fund will begin to run a deficit in 2022 and reach a negative balance of over \$35 million by 2030. This is clearly an unsustainable financial situation that will require additional revenue to remedy.

FIGURE 5 — MAINTAIN EXISTING PARKING PRICING



## 4.3 PARKING RATE AND FINE CONSIDERATIONS

The question of how to set various parking rates and fines to address parking reserve fund deficits has been reviewed in order to support the revenue requirements for the next ten to twenty years. This process has included an assessment of several options in terms of allocation between hourly and monthly parkers, the days and hours when payment is required, the relationship between parking fines and rates, and event parking rates.

The following sections discuss the potential changes to parking rates, parking fines, duration of stay and payment in lieu and outline the key elements of the preferred funding scenarios.

### 4.3.1 Parking Rates

As mentioned in Section 3.2, there have been limited increases to parking rates over the last 12 years (since 2004) and most rates have remained unchanged since the 1990s. On-street parking in high demand areas was last increased from \$1.00 to \$1.50 per hour in 2004 while on-street parking in low demand areas and off-street parking in the City's surface lots have not increased since the 1990s. In recognition of the increased costs of maintaining the City's parking structures, the hourly rates in the City's parking garages were increased to \$1.50 per hour as of January 2016.

Hourly parking generates substantial revenue for the parking system and is a significant component of the financial model. Rate increases will be required in order to continue to meet City Council's mandate that the municipal parking operation should be financially self-sustaining from an operational and life cycle cost perspective. In all scenarios, rate increases in the institutional areas (Queen's, KGH, and the Courthouse) are proposed for the last quarter of 2017. After 2019, all scenarios propose rate increases every five years (2024, 2029, etc.) Consistent with stakeholder feedback, rate increases in the Downtown are proposed to start in 2019, after the completion of the "Big Dig" (Downtown reconstruction project). It is also anticipated that the new North Block parking garage will be complete at that time.

A comparison of hourly, daily and monthly parking rates in other municipalities is provided in Table 4.

While a parking rate comparison is somewhat useful to understand generally how a City compares to others, this can be misleading. A true comparison would require a deeper understanding of the criterion used to set rates, whether Council has directed the parking system to be financially self-sustaining, what level of existing parking infrastructure is being financed and maintained and whether they have planned for significant investments in new parking structures in the near future.

The City of Kingston has recently developed a monthly parking rate structure to support identified transit objectives and fare pricing strategy. The policy requires annual monthly permit increases that are in line with transit fare increases or 3% annually. Given that this policy was recently put in place and that it already contemplates regular increases, no additional changes were contemplated in the financial models.

The City has managed to increase employer transit pass sales (from approximately 200 in 2012 to over 1,000 in 2016) and intends to continue to market the program in order to encourage a reduction in commuter parking demand.



TABLE 4 PARKING RATE COMPARISON

City	Parking Meters	Parking Garage Hourly	Parking Garage Monthly	Surface Lot Monthly
Kingston	\$1.50 /hour in high demand and \$1.00 /hour other	\$1.50 /hour	\$97 - \$121 / Month	\$70 - \$97 / Month
Barrie	\$1.25 / Hour on-street and \$1.00 / Hour off-street	\$1.25 / Hour	\$85 / Month	\$60 – 75 / Month
Brampton	\$1.00 -2.00 / Hour on-street	\$1.00 / 30 mins	\$44 / Month	N/A
Brantford	N/A	\$1.00 / Hour	\$60 – 70 / Month	N/A
Burlington	\$1.75 / Hour on-street	\$1.75 / Hour	\$65 – 104 / Month	\$83 – 132 / Month
Edmonton	\$2.50/hour in low demand and \$3.50/ hour in high demand areas	\$2.50 / 30 minutes	\$250 – 315/ Month	\$50.00/ Month (core)
Fredericton	\$1.75 / Hour core and \$1.00 / Hour other	\$1.00 / Hour	\$100 / Month (core)	\$100/ Month (core)
Halifax	\$1.00 / Hour	\$2.25 – 3.50 / Hour	N/A	\$25 – 40 / Month
Hamilton	\$1.00 / Hour	\$2.50 / Hour	\$75 – 85 / Month	\$40 – 135/ Month
Kelowna	\$1.25 / Hour	\$1.00 / Hour	\$66 – 77 / Month	\$66 – 77 /Month
Kitchener	\$ 2.25 / Hour off-street	\$3.20 / Hour (for first 2 hours and \$1.65/ 30 mins thereafter)	\$154.87 – 172.61 / Month	\$134.20 / Month
London	\$1.50 / Hour on-street	\$ 2.00 / Hour	\$127 / Month	\$60-171 / Month
Mississauga	\$1.00 / Hour	\$1.00 / Hour	\$65 / Month	\$65 / Month
Niagara Falls	\$1.25 / hour \$2.50 in Victoria and Falls Avenue Lots	-	-	\$22.60 – 45.20 / Month
Oakville	\$1.00 - \$2.00 / Hour on-street \$1.00 - \$1.50 / Hour off-street	\$1.50 / Hour	\$90.40 / Month	\$33.90 – \$56.50 / Month
Ottawa	\$0.50 – \$2.00 / 30 mins off-street	\$1.25 – \$2.50 / 30 mins	\$130.00 – \$194.99 / Month	\$53.74 – 105.00 / Month
Oshawa	\$1.25 / Hour on-street	\$1.25 / Hour	\$87 / Month	\$73 / Month
Thunder Bay	\$1.25 / Hour	\$1.00 / Hour	\$52 / Month	\$47 / Month
Victoria	\$1.50 – 3.00 / Hour on-street	\$2.00 / Hour (First Hour Free)	\$116 – 200 / Month	\$131 / Month
Whitby	\$1.00 / Hour on-street and \$0.50 / Hour off-street	N/A	N/A	\$90.40 / Month
Windsor	\$1.50 / Hour	\$1.25 – 1.50 / Hour	N/A	\$33.90 – 45.20 / Month
Winnipeg	\$2 / Hour in high demand and \$1 / Hour other	\$2.00 / 30 mins	\$207 / Month	\$108 / Month (Downtown)



### 4.3.2 Parking Fines

As discussed in Section 3.3, set parking fines have not changed for the last 25 years, notwithstanding that there have been some increases to hourly rates (in 2004).<sup>1</sup> Parking enforcement fines should be set at rates that are high enough to discourage people from attempting to avoid payment of the parking fee, considering their probability of getting a ticket. As parking rates increase, it is important to also increase fine rates in order to maintain a suitable deterrence value.

Public and stakeholder feedback supports increased parking fines as a means to generate additional revenue and encourage compliance with paid parking requirements. Throughout the consultation process stakeholder groups also identified other fines that they wanted to be reviewed and potentially increased including unauthorized parking in an accessible space and parking in a bus stop. While these are important from a policy and operational perspective, they do not have a significant impact on the overall parking system funding model. City of Kingston staff will review these fines under a separate process.

A comparison of the parking fine rates for the City of Kingston and other municipalities across Canada is provided in Table 5.

A review of parking fines in other Canadian municipalities indicates that the parking fine rates in Kingston are below the average across other comparable municipalities. The average rates across the other municipalities are two to three times as much as what is currently being charged in Kingston.

Existing parking fines are outdated and should be adjusted to reflect the proposed increases in parking rates. It is proposed to increase voluntary and set parking fines in 2018 by \$10 each for "Failure to Display Parking Ticket" (from \$10/15) and by \$5 each for "Parking at an Expired Meter" (from \$10/15). Increases are not proposed for the "Parking in meter zone in excess of posted time limit" violation given the limited number of existing infractions and the existing higher fine rates.

The proposed fine adjustments have been applied to all funding scenarios discussed in Section 4.4. A summary of the proposed changes is provided in Table 6.

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<sup>1</sup> Early payment discounted fines were adjusted in 2004.





TABLE 5 PARKING FINE COMPARISON

City	Estimated Population	Fail to display receipt		Park at expired meter		Parking in meter zone in excess of posted time limit	
		Early Payment	Set Payment	Early Payment	Set Payment	Early Payment	Set Payment
Kingston	170,000 <sup>1</sup>	\$10	\$15	\$10	\$15	\$20	\$25
Barrie	200,000 <sup>1</sup>	\$20	\$30	\$20	\$30	\$20	\$30
Brampton	562,000 <sup>2</sup>	\$20	\$30	\$20	\$30	\$30	\$40
Brantford	145,000 <sup>1</sup>	\$30	\$46	\$30	\$46	\$30	\$46
Burlington	174,000 <sup>3</sup>	N/A	N/A	\$23	\$75	\$23	\$75
Edmonton	1,363,000 <sup>1</sup>	N/A	\$50	N/A	\$50	N/A	\$50
Fredericton	94,000 <sup>4</sup>	N/A	N/A	\$15	\$30	\$15	\$30
Halifax	418,000 <sup>1</sup>	N/A	N/A	\$20	\$25	\$20	\$25
Hamilton	772,000 <sup>1</sup>	\$19	\$24	\$19	\$24	\$23	\$29
Kelowna	200,000 <sup>1</sup>	N/A	N/A	\$10	\$30	\$25	\$30
Kitchener	240,000 <sup>6</sup>	\$20	\$36	\$20	\$36	\$20	\$36
London <sup>7</sup>	506,000 <sup>1</sup>	\$30	\$46	\$30	\$46	\$40	\$56
Mississauga	752,000 <sup>2</sup>	\$30	\$40	\$30	\$40	\$35	\$45
Niagara Falls	83,000 <sup>8</sup>	\$20	\$35	\$20	\$35	\$25	\$40
Oakville	194,000 <sup>9</sup>	\$30	\$40	\$30	\$40	\$40	\$50
Ottawa	1,332,000 <sup>1</sup>	\$40	\$60	\$40	\$60	\$40	\$60
Oshawa	161,000 <sup>10</sup>	\$30	\$45	\$30	\$45	\$30	\$45
Thunder Bay	125,000 <sup>1</sup>	\$25	\$30	\$15	\$20	\$25	\$30
Victoria	365,000 <sup>1</sup>	-	\$40	-	\$40	-	\$40
Whitby	136,000 <sup>11</sup>	\$20	\$30	\$15	\$23	\$15	\$23
Windsor	335,000 <sup>1</sup>	\$25	\$60	\$17	\$52	\$20	\$55
Winnipeg	793,000 <sup>1</sup>	\$30	\$60	\$30	\$60	\$35	\$70
<b>Average</b>	<b>423,000</b>	<b>\$28</b>	<b>\$43</b>	<b>\$24</b>	<b>\$41</b>	<b>\$28</b>	<b>\$45</b>

## Notes:

- 2015 population of CMAs. Source: [www.statcan.gc.ca/tables-tableaux/sum-som/l01/cst01/demo05a-eng.htm](http://www.statcan.gc.ca/tables-tableaux/sum-som/l01/cst01/demo05a-eng.htm)
- 2015 Population Forecasts. Source: <https://www.peelregion.ca/planning/pdc/data/forecasts/population-2006-2031.htm>
- 2013 Population Forecast. Source: <http://www.halton.ca/cms/One.aspx?portalId=8310&pageId=66957>
- 2011 Population. Source: [www12.statcan.gc.ca/census-recensement/2011/as-sa/fogs-spg/Facts-cmaeng.cfm?LANG=Eng&GK=CMA&GC=320](http://www12.statcan.gc.ca/census-recensement/2011/as-sa/fogs-spg/Facts-cmaeng.cfm?LANG=Eng&GK=CMA&GC=320)
- 2015 Population, Source: <https://www.markham.ca/wps/portal/Markham/AboutMarkham/FactsStats/>
- 2015 Population Forecast. Source: [www.regionofwaterloo.ca/en/doingBusiness/resources/PDL-CPL-16-18\\_Year\\_End\\_2015\\_Population\\_and\\_Household\\_Estimates\\_Report.pdf](http://www.regionofwaterloo.ca/en/doingBusiness/resources/PDL-CPL-16-18_Year_End_2015_Population_and_Household_Estimates_Report.pdf)
- Rates effective September 1, 2016 as confirmed by City of London staff.
- 2011 Population. [www.niagarafalls.ca/living/about-niagara-falls/facts.aspx](http://www.niagarafalls.ca/living/about-niagara-falls/facts.aspx)
- 2015 Population Forecast. Source: <http://www.oakville.ca/assets/2011%20planning/demo-popestimates.pdf>
- 2016 Population Forecast. Source: <http://www.oshawa.ca/business-and-investment/demographics.asp>
- 2015 Population Forecast. Source: <http://choosewhitby.edtools.ca/demographics--whitby-c1.php>



**TABLE 6 PARKING FINE TYPES**

Parking Fine	Existing Rates		Proposed Rates	
	Early Payment	Set Payment	Early Payment	Set Payment
Fail to display receipt	\$10	\$15	\$20	\$25
Park at expired meter	\$10	\$15	\$15	\$20
Parking in meter zone in excess of posted time limit	\$20	\$25	\$20	\$25

### 4.3.3 Duration of Stay

As discussed in Section 3.2, the City currently has a 2 hour duration limit for high demand areas in the Downtown and a 3 hour limit in the Institutional (Queen's University, Courthouse and Kingston General Hospital) and Downtown lower demand areas for on-street parking.

Public and stakeholder feedback was very supportive of increased length of stay throughout the study area. This desire for permitting increased parking duration is generally consistent with our experience in conducting parking studies in other cities.

The advantage to increasing permitted parking duration is that it provides more flexibility to customers/visitors to the Downtown who are willing to pay for the extended time. The disadvantage of extending permitted parking duration is that it may encourage employees to park in high demand areas for extended periods of time rather than providing high turnover spaces for customers/visitors. It may also lead to increased occupancy levels in high demand areas as each space will turnover less throughout the day.

It is proposed to adopt a 4 hour maximum (up from 3 hours) in parking lots across the Downtown and the Gorsline Lot in Williamsville and a 3 hour maximum (up from 2 hours) for on-street parking in high demand Pay and Display zones in the Downtown (Zones 1, 2 and 4). As a means of balancing the advantages of permitting extended parking duration the City may wish to consider phasing this on an incremental basis in order to monitor and manage this change. It is also proposed to increase the rate for the last hour of payment to encourage turnover and discourage all day employee parking.

This proposed change will likely result in a shift in parking behaviours between the types of parking facilities available within the study area (on-street, off-street short duration lots, off-street all day lots). For example, some may now opt to park on-street as opposed to an off-street lot if they wish to park in the Downtown for a 3 hour period (currently on-street in high demand areas has a 2 hour maximum stay).

For the purposes of the financial analysis we have not allowed for any increases in revenue associated with extending the permitted duration of stay because of the potential for customers shifting between parking facilities in reaction to the higher rates charged.



#### 4.3.4 Cash in Lieu

The City of Kingston is in the process of updating their cash in lieu (CIL) policy including increased rates per space which are more proportional to the actual costs of constructing a parking space<sup>2</sup>.

Cash in lieu has been collected over the last six years based on the existing by-law (\$3,000 per space not provided on-site) and revenues collected have been allocated to the parking reserve fund representing approximately \$100,000 since 2010.

Given the uncertainty surrounding the timing of this new policy and the potential uptake, no additional revenues have been factored into the financial model. The proposed increase in CIL payments per space will still be significantly less than the actual costs of building a new parking facility.

As the City moves through implementing the changes, the City should update the financial model over the next five years and should be able to incorporate any changes in revenue.

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<sup>2</sup> According to the Report to Planning Committee, dated August 4, 2016 the CIL By-Law update proposes “a formula based approach to calculating the cost of a parking space which includes construction costs, land value and area, number of parking spaces and the share factor of the developers’ contribution. It is proposed to phase in the CIL update over a four year time frame with the cost per parking space, through CIL, increasing by \$5,000 per year over a four year period from \$5,000 up to \$20,000 per space. Options for the payment will be included in the by-law to allow for phasing of payment over a period of time”.



## 4.4 ALTERNATIVE FUNDING SCENARIOS

Many alternative funding scenarios were tested as part of this analysis and narrowed down based on City of Kingston and stakeholder input, analysis of City background data, and our experience in setting rates in other municipal parking studies. Each scenario has been developed to meet the following financial objectives:

1. The Council mandate that the municipal parking operation should be financially self-sustaining from an operational and life cycle cost perspective with surplus revenue being placed in a reserve fund to in order to ensure that sufficient funds are available to finance substantial garage repair, restoration and safety improvements over time, and construction of new supply.
2. Avoid a deficit in the Parking Reserve Fund (PRF).
3. Have a parking reserve fund balance of approximately \$5.0 million dollars by 2030 in order to support the increased maintenance costs of the aging parking infrastructure and to support the long-term financing of new parking structures.
4. Annual parking reserve fund transfers should be approximately \$2 million dollars, consistent with transfer levels in recent years.

All scenarios include the following assumptions:

- Increase voluntary and set parking fines in 2018 by \$10 to \$20/\$25 for “Failure to Display Parking Ticket” (from \$10/15) and by \$5 to \$15/\$20 for “Parking at an Expired Meter” (from \$10/15).
- Parking garage debt financing includes the approved North Block parking garage (construction anticipated to start in 2017) and an additional parking garage (debt financing of \$1.3 million annually) as of 2025.

### 4.4.1 Scenario 1

The first scenario maintains existing hours of paid parking (on and off-street) but increases on and off-street hourly parking rates, parking fines and event parking rates. Figure 6 illustrates the potential financial outlook associated with the following assumptions:

- Maintain existing paid parking hours (generally between 9:30 am and 5:30 pm or 8:00 am to 5:00 pm Monday to Saturday).
- Institutional Area Parking Rate Increases:
  - Increase hourly on street rates by \$0.50 and off-street rates by \$1.00 in the fall of 2017<sup>3</sup> and subsequent increases every five years (\$0.50 in 2024 and 2029) consistent with increases in the Downtown.

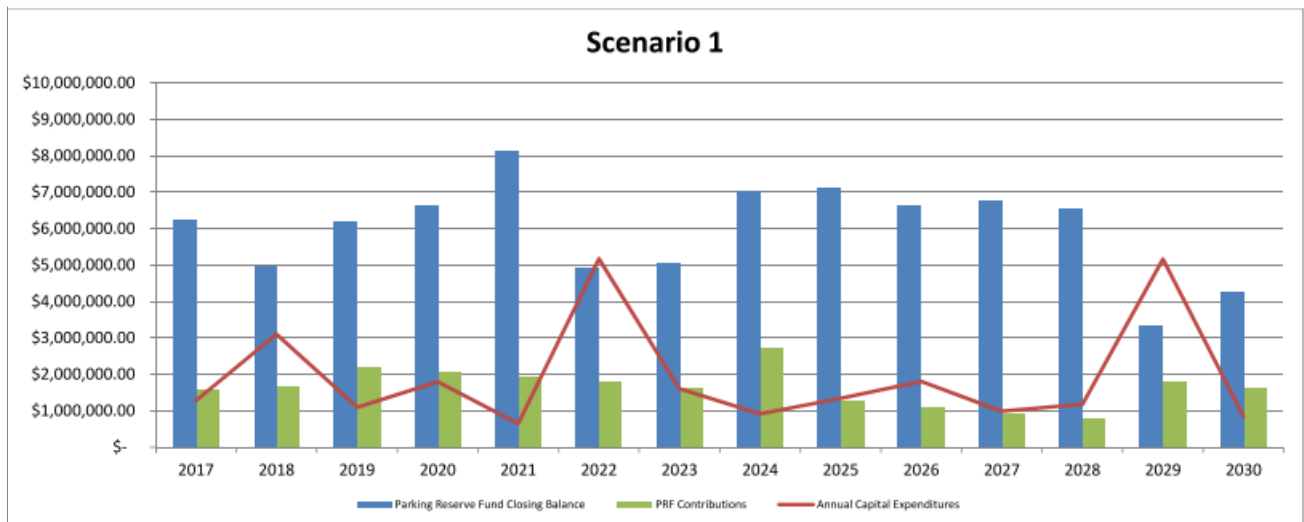
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<sup>3</sup> Given that the exact timing of the rate increases for the Institutional area has not yet been determined, the financial model has assumed parking revenue increases starting in 2018.



- Downtown / Williamsville Parking Rate Increases:
  - Increase hourly on-street parking rates in high demand areas (Zones 1, 2, and 4) by \$0.50 every 5 years (starting in 2019)
  - Increase on-street rates in low demand areas (Zones 3, 5, 6 and 8) by \$0.50 in 2019 and \$0.25 in 2024 and 2029.
  - Increase hourly parking lot rates by \$0.50 in 2019 and \$0.25 in 2024 and 2029.
  - Increase hourly parking garage rates by \$0.25 in 2024 and 2029.
- Increase event parking rates by \$1.00 starting in the fall of 2017.

**FIGURE 6 — ALTERNATIVE FUNDING SCENARIO 1**



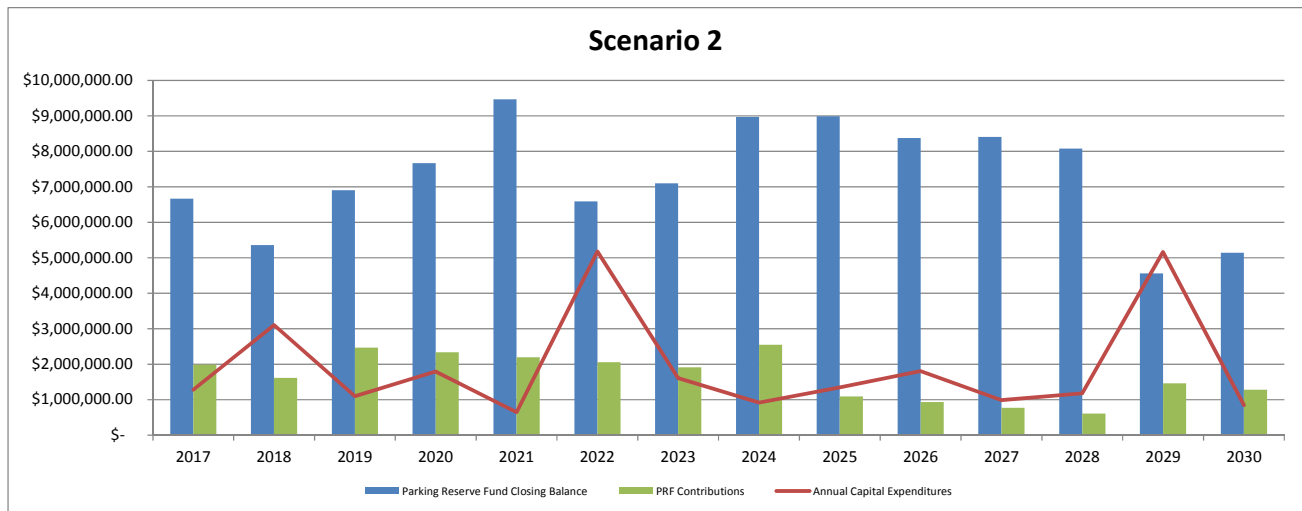
As illustrated in Figure 6, the rate and fine changes described above would maintain a positive balance in the parking reserve fund with a closing balance of approximately \$4.2 million in 2030. This would also result in an annual contribution to the reserve fund of approximately \$1.6 million in 2030.

**4.4.2 Scenario 2**

The second scenario contemplates extending hours of paid parking (on and off-street) and increasing on and off-street hourly parking rates and parking fines. The three hours of extended paid parking generates sufficient additional revenue to allow the hourly rate increases required to meet the parking system financial sustainability objectives, to be significantly reduced. Figure 7 illustrates the potential financial outlook associated with the following assumptions:

- Extend on-street paid parking hours by 3 additional hours in high demand zones (Zones 1, 2, 4, 9 and 10) and off-street parking lots starting in 2019. Revenues are based on 2016 budget projections and factored for the extended payment time assuming an average occupancy of approximately 30%<sup>4</sup> across the three additional hours Monday to Saturday.
- Institutional Area Parking Rate Increases:
  - Increase hourly on street rates by \$0.50 and off-street rates by \$1.00 in the fall of 2017<sup>5</sup> and subsequent increases every five years (\$0.25 in 2024 and 2029) consistent with increases in the Downtown.
- Downtown/Williamsville Parking Rate Increases:
  - Increase hourly on-street parking rates in high demand areas (Zones 1, 2, and 4) by \$0.25 every 5 years (starting in 2019).
  - Increase on-street rates in low demand areas (Zones 3, 5, 6 and 8) by \$0.25 every 5 years (starting in 2019).
  - Increase hourly parking lot rates by \$0.25 every 5 years (starting in 2019).
  - Increase hourly parking garage rates by \$0.25 in 2029.

**FIGURE 7 — ALTERNATIVE FUNDING SCENARIO 2**



<sup>4</sup> The City of Kingston conducted occupancy surveys in June 2016 to help establish occupancy assumptions if paid parking hours were extended into the evening. Occupancy rate was adjusted to take into account parking demand fluctuations throughout the year.

<sup>5</sup> Given that the exact timing of the rate increases for the Institutional area has not yet been determined, the financial model has assumed parking revenue increases starting in 2018.

As illustrated in Figure 7, the rate and fine changes described above would maintain a positive balance in the parking reserve fund with a closing balance of approximately \$5.1 million in 2030. This would also result in an annual contribution to the reserve fund of approximately \$1.3 million in 2030.

#### 4.4.3 Scenario 3

The third scenario contemplates extending hours of paid parking (on and off-street) similar to Scenario 2, however paid parking hours have not been extended for the Frontenac, Barrack and Anglin lots in order to provide lower cost parking options for some customers during non-event nights. Figure 8 illustrates the potential financial outlook associated with the following assumptions:

- Extend on-street paid parking hours by 3 additional hours in high demand zones (Zones 1, 2, 4, 9 and 10) and off-street parking lots (except in Frontenac, Barrack and Anglin lots) starting in 2017. Revenues were based on 2016 budget and factored for the extended payment time assuming an average occupancy of approximately 30%<sup>6</sup> across the three additional hours Monday to Saturday.
- Institutional Area Parking Rate Increases:
  - Increase hourly on street rates by \$0.50 and off-street rates by \$1.00 in the fall of 2017<sup>7</sup> and subsequent increases every five years (\$0.25 in 2024 and 2029) consistent with increases in the Downtown.
- Downtown/Williamsville Parking Rate Increases:
  - Increase hourly on-street parking rates in high demand areas (Zones 1, 2, and 4) by \$0.25 every 5 years (starting in 2019).
  - Increase on-street rates in low demand areas (Zones 3, 5, 6 and 8) by \$0.25 every 5 years (starting in 2019).
  - Increase hourly parking lot rates by \$0.25 every 5 years (starting in 2019).
  - Increase hourly parking garage rates by \$0.25 in 2029.
- Increase event parking rates by \$1.00 in Frontenac, Barrack and Anglin lots starting in 2017.

As illustrated in Figure 8, the proposed changes to the parking system would maintain a positive balance in the parking reserve fund with a closing balance of approximately \$5.4 million in 2030. This would also result in an annual contribution to the reserve fund of approximately \$1.2 million in 2030.

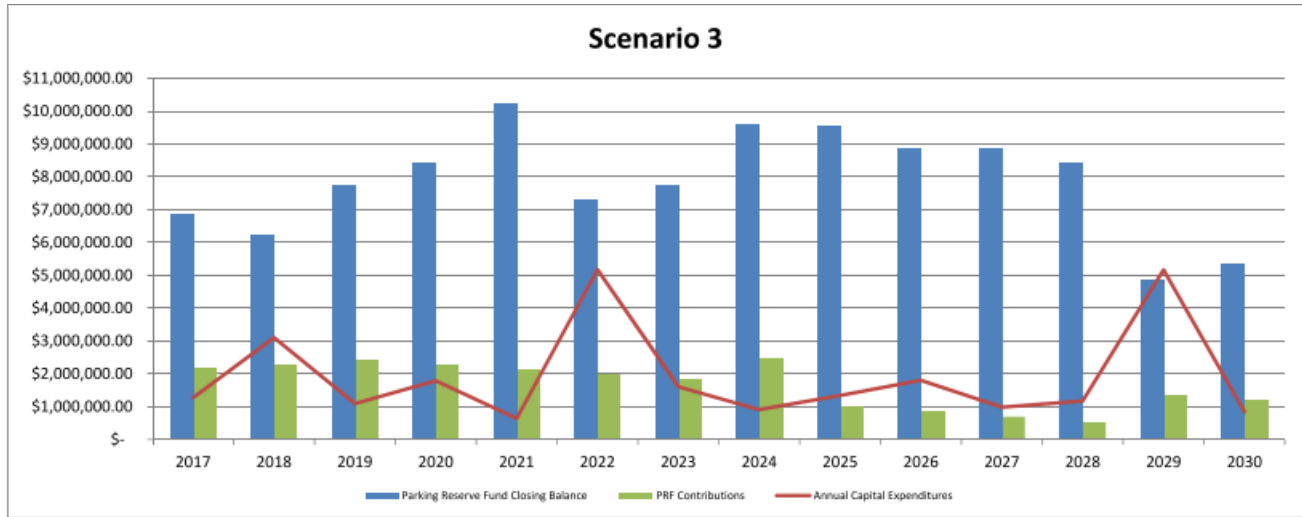
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<sup>6</sup> The City of Kingston conducted occupancy surveys in June 2016 to help establish occupancy assumptions if paid parking hours were extended into the evening. Occupancy rate was adjusted to take into account parking demand fluctuations throughout the year.

<sup>7</sup> Given that the exact timing of the rate increases for the Institutional area has not yet been determined, the financial model has assumed parking revenue increases starting in 2018.



**FIGURE 8 — ALTERNATIVE FUNDING SCENARIO 3**



**4.4.4 Funding Scenario Summary**

In addition to the rate increases being proposed for the Institutional area in 2017, three funding scenarios have been considered for the Downtown and Williamsville areas, to meet the City’s financial objectives. Each scenario assesses the different implications of maintaining/extending hours of payment, higher/lower paid parking rates and changes to event parking. An overview of the differences between the scenarios is provided in Table 7.

**TABLE 7 ALTERNATIVE FUNDING SCENARIO COMPARISON**

	Scenario 1	Scenario 2	Scenario 3
Hourly Parking Rates	Higher hourly rate increases starting in 2019 (generally \$0.50/hour every 5 years)	Lower hourly rate increases starting in 2019 (generally \$0.25/hour every 5 years)	
Hours of Payment	Maintain existing hours of payment	Extend on and off-Street hours of paid parking in 2019 (+3 Hours)	Extend on and off-Street hours of paid parking in 2017 (+3 Hours) except in Frontenac, Barrack and Anglin Lots
Event Parking	Increase Event Parking Rates in 2017 (by \$1.00)	Event parking replaced by extended hours of paid parking	Event parking replaced by extended hours of paid parking except in Frontenac, Barrack and Anglin Lots
<b>Parking Reserve Fund Balance - 2030</b>	+\$4.2 M	+\$5.1 M	+\$5.4 M
<b>Annual Reserve Fund Transfer in 2030</b>	+\$1.6 M	+\$1.3 M	+\$1.2 M

A detailed overview of the proposed changes for each of the three financing scenarios compared to the base scenario is provided in Table 8 and the proposed parking rate changes are summarized in Table 9.



**TABLE 8 ALTERNATIVE FUNDING SCENARIOS – PROPOSED PARKING CHANGES**

Proposed Changes		Base Scenario	Scenario 1	Scenario 2	Scenario 3
<b>On-Street Parking Rate</b>		No Change	<p><b>Institutional:</b> +\$0.50 in 2017 and \$0.50 in 2024 and 2029</p> <p><b>Downtown HD:</b> +\$0.50/hour every 5 years (starting in 2019)</p> <p><b>Downtown LD:</b> +\$0.50/hour in 2019 and +\$0.25/hour in 2024 and 2029</p>	<p><b>Institutional:</b> +\$0.50 in 2017 and \$0.25 in 2024 and 2029</p> <p><b>Downtown HD &amp; LD:</b> +\$0.25/hour every 5 years (starting in 2019)</p>	<p><b>Institutional:</b> +\$0.50 in 2017 and \$0.25 in 2024 and 2029</p> <p><b>Downtown HD &amp; LD:</b> +\$0.25/hour every 5 years (starting in 2019)</p>
<b>Off-Street Parking Rate</b>		No Change	<p><b>Institutional:</b> +\$1.00 in 2017 and \$0.50 in 2024 and 2029</p> <p><b>Downtown :</b> +\$0.50/hour in 2019 and +\$0.25/hour in 2024 and 2029</p> <p><b>Garages:</b> +\$0.25/hour in 2024 and 2029</p>	<p><b>Institutional:</b> +\$1.00 in 2017 and \$0.25 in 2024 and 2029</p> <p><b>Downtown :</b> +\$0.25/hour every 5 years (starting in 2019)</p> <p><b>Garages:</b> +\$0.25/hour in 2029</p>	<p><b>Institutional:</b> +\$1.00 in 2017 and \$0.25 in 2024 and 2029</p> <p><b>Downtown :</b> +\$0.25/hour every 5 years (starting in 2019)</p> <p><b>Garages:</b> +\$0.25/hour 2029</p>
<b>Extended Hours of Payment (2017)</b>	<b>On-Street</b>	No Change	No Change	+ 3 Hours in 2019 (on-street high demand zones and parking lots)	+ 3 Hours in 2017 (on-street high demand zones)
	<b>Off-Street</b>				+ 3 Hours in 2019 except in Frontenac, Barrack and Anglin lots
<b>Event Parking Rates</b>		No Change	Increased by \$1.00	Replaced by extended hours	Replaced by extended hours, except in Frontenac, Barrack, Anglin Lots (increased by \$1.00)
<b>Parking Fine Increases</b>		No Change Failure to display ticket: \$10/15 Park at expired meter: \$10/15	<p><u>2018 Increase</u> Failure to display ticket: \$20/25 Park at expired meter: \$15/20</p>		
<b>Parking Reserve Fund Balance - 2030</b>		-\$35.2 M	+\$4.2 M	+\$5.1 M	+\$5.4 M
<b>Annual Reserve Fund Transfer in 2030</b>		-\$2.6 M	+\$1.6 M	+\$1.3 M	+\$1.2 M

Notes:

1. HD – Denotes High Demand Zones (1, 2, 4, 9 and 10) & LD – Denotes Low Demand Zones (3, 5, 6, and 8).



**TABLE 9 PROPOSED PARKING RATES FOR ALTERNATIVE FUNDING SCENARIOS**

		Existing	2017	2018	2019	2024	2029	Reserve Fund Balance 2030	Annual Reserve Fund Transfer – 2030
<b>Scenario #1</b>	On-Street Downtown High-Demand (Zones 1, 2, 4)	\$1.50			\$2.00	\$2.50	\$3.00	<b>+\$4.2 M</b>	<b>+\$1.6 M</b>
	On-Street Institutional Area (Zones 9,10)	\$1.50		\$2.00		\$2.50	\$3.00		
	On-Street Downtown Low-Demand (Zones 3, 5, 6 & 8)	\$1.00			\$1.50	\$1.75	\$2.00		
	Parking Lots - Institutional Area	\$1.00		\$2.00		\$2.50	\$3.00		
	Parking Lots - Downtown Area	\$1.00			\$1.50	\$1.75	\$2.00		
	Parking Garages	\$1.50				\$1.75	\$2.00		
<b>Scenario #2</b>	On-Street Downtown High-Demand (Zones 1, 2, 4)	\$1.50			\$1.75	\$2.00	\$2.25	<b>+\$5.1 M</b>	<b>+\$1.3 M</b>
	On-Street Institutional Area (Zones 9,10)	\$1.50		\$2.00		\$2.25	\$2.50		
	On-Street Downtown Low-Demand (Zones 3, 5, 6 & 8)	\$1.00			\$1.25	\$1.50	\$1.75		
	Parking Lots - Institutional Area	\$1.00		\$2.00		\$2.25	\$2.50		
	Parking Lots - Downtown Area	\$1.00			\$1.25	\$1.50	\$1.75		
	Parking Garages	\$1.50				\$1.75			
<b>Scenario #3</b>	On-Street Downtown High-Demand (Zones 1, 2, 4)	\$1.50			\$1.75	\$2.00	\$2.25	<b>+\$5.4M</b>	<b>+\$1.2 M</b>
	On-Street Institutional Area (Zones 9,10)	\$1.50		\$2.00		\$2.25	\$2.50		
	On-Street Downtown Low-Demand (Zones 3, 5, 6 & 8)	\$1.00			\$1.25	\$1.50	\$1.75		
	Parking Lots - Institutional Area	\$1.00		\$2.00		\$2.25	\$2.50		
	Parking Lots - Downtown Area	\$1.00			\$1.25	\$1.50	\$1.75		
	Parking Garages	\$1.50				\$1.75			
<b>Parking Fines</b>	Failure to display ticket:	\$10/15			\$20/25				
	Park at expired meter:	\$10/15			\$15/20				



## 5.0 CONCLUSIONS & RECOMMENDATIONS

1. Parking rates and fines in the City of Kingston have remained largely unchanged over the last 10 to 25 years notwithstanding the increasing cost of maintaining the parking system (aging infrastructure) and growing demand to provide additional parking facilities.

The City will need to spend approximately \$20 million over the next fifteen years on capital repairs and upgrades to the system, including the aged Chown, Robert Bruce and Hanson Memorial garages. The City has recently committed up to an \$18.0 million investment in a new garage, expected to open in 2018, as part of the redevelopment of the Drury parking lot. The City expects to invest in another parking garage within the next ten years as residential intensification and further redevelopment of existing parking lots takes place. The City also anticipates potential investment of approximately \$10 million in new parking facilities in the Williamsville area as it develops.

2. A review of future parking system revenues and costs has been conducted regarding the long-term financial implications of maintaining the status quo rates, fines and hours of payment in order to understand the prospects for a self-funding parking system over the mid to long term. Key findings indicate that if parking pricing remains unchanged the parking reserve fund will begin to run a deficit in 2022 and reach a negative balance of over \$35 million by 2030. This is clearly an unsustainable financial situation that will require substantial additional revenue to remedy.

3. Stakeholder consultation has been undertaken throughout the study with representatives of the following groups:

- Downtown Kingston! Business Improvement Area
- Kingston Economic Development Corporation (KEDCO), Greater Kingston Chamber of Commerce
- Downtown Retailers, Restaurateurs and Large Event Stakeholders
- Municipal Accessibility Advisory Committee
- Queen's University
- Hospital Representatives
- City of Kingston staff

An Open House was held on May 24, 2016 to present initial findings to the public and invite comments. The May 24 Open House presentation and an August 9, 2016 presentation to the Downtown BIA/KEDCO were posted on the city's website and comments were invited in advance of the September 13, 2016 Environment, Infrastructure and Transportation Policies Committee presentation.

4. BA Group, in consultation with City staff reviewed many alternative parking rate and fine options to address future funding requirements for the municipal parking system. Based upon this review, stakeholder comments and our experience in conducting similar studies in other municipalities, *three alternative funding options* were developed in more detail for consideration. In general, each of the options was intended to achieve the objectives of maintaining a reserve fund balance of



approximately \$5.0 million and an annual contribution to the reserve fund of approximately \$2.0 million per year in order to maintain financial sustainability over the longer term. The following provides an overview of the key recommended changes to parking rates, fines, and duration of stay that would apply to *all three of the options*.

### **Parking Rates**

- Rate increases in the institutional areas (Queen's, KGH, and the Courthouse) are proposed to increase in the fall of 2017. This is due to the high demand exhibited in this area and to be more consistent with existing rates set in the area.
- Consistent with stakeholder comments, Downtown parking rates should be adjusted starting in 2019, after the completion of the "Big Dig" (Downtown reconstruction project). It is anticipated that the new North Block parking garage will be complete at this time.
- No additional increases to monthly parking rates are proposed (maintain City of Kingston's existing monthly parking rate increases policy).
- Dispersed parking rate adjustment periods, generally every five years (2019, 2024, and 2029) have been proposed.

### **Parking Fines**

- Increasing parking fines was supported by stakeholders throughout the consultation process.
- Voluntary and set parking fines should be increased in 2018 by \$10 to \$20/\$25 for "Failure to Display Parking Ticket" (from \$10/15) and by \$5 to \$15/\$20 for "Parking at an Expired Meter" (from \$10/15).
- No increases are proposed for the "Parking in meter zone in excess of posted time limit" violation given the limited number of existing infractions and the existing higher fine rates of \$20/\$25.

### **Duration of Stay**

- Public and stakeholder comments were supportive of increased duration of stay throughout the Downtown/Williamsville area.
- A 4 hour maximum (from 3 hours) is proposed in parking lots across the Downtown and in the Gorsline Lot in Williamsville and a 3 hour maximum (from 2 hours) for on-street parking in high demand Pay and Display zones in the Downtown (Zones 1, 2 and 4).
- The City may wish to consider phasing in increases to duration of stay on an incremental basis in order to monitor and manage this change.



- On-street parking rates for the last hour of payment in the Downtown high demand areas (excluding the Institutional area) should be increased to encourage turnover and use of the off-street lots and garages for longer-term parking. If the extended duration of stay is implemented in 2017 the rate for the last hour should be increased by at least \$0.50 per hour to \$2.00 in the high demand areas. The higher last hour rate strategy would not be applied to the surface parking lots or on-street low demand areas. When rates are increased in the future, the rates for the last hour of parking should also be increased so they remain higher than the preceding hours.

The first scenario maintains existing hours of paid parking (on and off-street) but increases on and off-street hourly parking rates, parking fines and event parking rates. This option would maintain a positive balance in the parking reserve fund with a closing balance of approximately \$4.2 million in 2030. This would also result in an annual contribution to the reserve fund of approximately \$1.6 million in 2030.

The second scenario contemplates extending hours of paid parking (on and off-street), increasing on and off-street hourly parking rates and parking fines. The three hours of extended paid parking generates sufficient additional revenue to allow the hourly rate increases required to meet the parking system financial sustainability objectives, to be significantly reduced. This option would maintain a positive balance in the parking reserve fund with a closing balance of approximately \$5.1 million in 2030. This would also result in an annual contribution to the reserve fund of approximately \$1.3 million in 2030.

The third scenario contemplates extending hours of paid parking (on and off-street) similar to Scenario 2, however paid parking hours have not been extended for the Frontenac, Barrack and Anglin lots in order to provide lower cost parking options for some customers. This option would maintain a positive balance in the parking reserve fund with a closing balance of approximately \$5.4 million in 2030. This would also result in an annual contribution to the reserve fund of approximately \$1.2 million in 2030.

While all three scenarios generally meet the City of Kingston's financial objectives Scenario 1 is the recommended approach. This scenario has received general support from the BIA and from parking representatives of Queen's University and Kingston General Hospital and would generate an estimated reserve fund balance of \$4.2 in 2030 with an annual contribution to the reserve fund of approximately \$1.6 million in 2030. The preferred funding scenario consists of the following changes to the parking system, summarized in Table 10.

TABLE 10 PREFERRED FUNDING SCENARIO – PROPOSED PARKING RATE AND FINE CHANGES

Proposed Changes	Preferred Funding Scenario – Scenario 1						
		Existing	2017	2018	2019	2024	2029
On-Street Parking Rates	On-Street Downtown High-Demand (Zones 1, 2, 4)		\$1.50		\$2.00	\$2.50	\$3.00
	On-Street Institutional Area (Zones 9,10)	\$1.50		\$2.00		\$2.50	\$3.00
	On-Street Downtown Low-Demand (Zones 3, 5, 6 & 8)		\$1.00		\$1.50	\$1.75	\$2.00
Off-Street Parking Rate	Parking Lots - Institutional Area	\$1.00		\$2.00		\$2.50	\$3.00
	Parking Lots - Downtown Area		\$1.00		\$1.50	\$1.75	\$2.00
	Parking Garages		\$1.50			\$1.75	\$2.00
Hours of Payment	No Change						
Event Parking Rates	Increased by \$1.00						
Parking Fine Increases	2018 Increase Failure to display ticket: \$20/25 Park at expired meter: \$15/20						
Duration of Stay	<u>On-Street:</u> Adopt a 3 hour maximum (up from 2 hours) in high demand pay and display zones in the Downtown <sup>1</sup> <u>Parking Lots:</u> Adopt 4 hour maximum (up from 3 hours) across the Downtown and in the Gorsline Lot in Williamsville.						
Parking Reserve Fund Balance - 2030	+\$4.2 M						
Annual Reserve Fund Transfer in 2030	+\$1.6 M						

## Notes:

- On-street parking rates for the last hour of payment in the Downtown (excluding the Institutional area) should be increased to encourage turnover and use of the off-street lots and garages for longer-term parking. If the extended duration of stay is implemented in 2017 the rate for the last hour should be increased by at least \$0.50 per hour (to \$2.00 and \$1.50 in the high and low demand zones respectively). The higher last hour rate strategy would not be applied to the surface lots. When rates are increased in the future, the rates for the last hour of parking should also be increased so they remain higher than the preceding hours.





**City of Kingston**  
**Information Report to Municipal Accessibility Advisory Committee**  
**Report Number MAAC-23-008**

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**To:** Chair and Members of the Municipal Accessibility Advisory Committee

**From:** Jennifer Campbell, Acting Commissioner, Community Services

**Resource Staff:** Curtis Smith, Director, Licensing & Enforcement Services

**Date of Meeting:** June 8, 2023

**Subject:** Accessible Parking Fees & Fines Options

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**Council Strategic Plan Alignment:**

Theme: Policies & by-laws

Goal: See above

**Executive Summary:**

The purpose of this report is to seek the advice of the Municipal Accessibility Advisory Committee (MAAC) on two (2) accessible parking-related matters: the hourly fee charged for parking in accessible parking spaces in the City and the fine amount/allocation for improperly using accessible parking spaces.

**Recommendation:**

This report is for information purposes only.

June 8, 2023

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**Authorizing Signatures:**

p.p.

\_\_\_\_\_  
**Paige Agnew, Commissioner,  
Community Services**

\_\_\_\_\_  
**Lanie Hurdle, Chief  
Administrative Officer**

**Consultation with the following Members of the Corporate Management Team:**

- |   |  |
|---|--|
| Neil Carbone, Commissioner, Corporate Services                  | p.p.  |
| David Fell, President & CEO, Utilities Kingston                 | Not required   |
| Peter Huigenbos, Commissioner, Business, Environment & Projects | Not required   |
| Brad Joyce, Commissioner, Transportation & Public Works         | Not required   |
| Desirée Kennedy, Chief Financial Officer & City Treasurer       | Not required   |



June 8, 2023

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## Discussion:

This report is in response to a motion approved by Council on 21 March 2023, which stated:

**“Whereas** the municipalities of Guelph, Windsor, the entire Greater Toronto Area, Belleville, Hamilton, London and Ottawa, among others, provide time limited free parking for vehicles with Accessible Parking passes; and

**Whereas** the City of Kingston aims to be barrier free for persons with disabilities; and

**Whereas** parking fees often pose an additional barrier to persons with disabilities participation in society;

**Therefore Be It Resolved That** staff report to the Municipal Accessibility Advisory Committee with recommendations for time limited free parking for vehicles with accessibility passes to align with other municipalities in Ontario and a review of parking fines for vehicles parked illegally in accessible parking spaces by the end of Q2 2023.”

## City of Kingston Parking Operations

Parking operations within the City of Kingston are a self-sustaining venture – they are not funded from the tax base and are a user-pay service. Parking fines and parking fees (from meters and permits) are used to offset the costs of operating, maintaining and building municipal parking infrastructure.

Any excess in revenues over expenses for parking operations in a given year is allocated to the City’s Parking Reserve Fund. This fund is the mechanism used to pay for new and upgraded parking infrastructure within the City. Given that fees and fines are the primary mechanisms funding City parking infrastructure, new parking incentives or fee waivers should be sustainable, without impacting the ability to fund future parking projects.

The City of Kingston provides a total of 110 designated accessible parking spaces on-street and in surface lots. Parking is permitted in designated on-street accessible parking spaces for at least 3 hours, and in lots (where the designated time varies), between 3 hours and 24 hours.

There are two revenue streams that flow from these accessible spaces – parking fees and parking fines. Looking at the past 4 years of data (2019-2022), revenue can be broken down as follows:

- Parking fees amount to approximately \$61,000-\$78,000 of revenue per year;
- Parking fines for a contravention of Section 4.4 of the Public Parking By-Law Number 2010-128 and Section 2.1 of the Private Property Parking By-Law (“Park Unauthorized in an Accessible Space”) over the same period have amounted to approximately \$42,000-\$77,000 of revenue per year;

June 8, 2023

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- Therefore, the revenue collected by Parking Services attributable to accessible spaces during the period 2019-2022 has ranged from \$103,000-\$155,000;
- The variability in this revenue amount can be primarily attributed to the effects of the pandemic on parking operations. Given that overall parking revenues have been slow to recover post-pandemic, we expect that 2023 revenue attributable to accessible spaces will be in the range of \$135,000-\$145,000.

The expenses associated with these same accessible spaces include operational, maintenance and enforcement costs. Annual expenses attributable to accessible parking spaces in 2022 were approximately \$133,000.

### **Accessible Parking Fees**

Of the 110 accessible parking spaces that are located in metered parking zones (both on-street and in surface lots), four (4) are available for parking without charge, with the remainder available at a rate of \$1.50/hour (as detailed in the City's Fees and Charges By-Law). In practical terms, this \$1.50/hour equates to a \$0.50/hour reduction when parking in the busier, more desirable parking areas in the City that charge \$2.00/hour for a non-accessible designated parking space.

Please see Exhibit A for a breakdown of Accessible Parking Fee policies for 36 Ontario municipalities. This data was gathered from the applicable pages on the municipal websites. Of these 36 municipalities, nine (9) charge for accessible parking in some manner (monthly permits, reduced hourly rate, non-reduced hourly rate). The other 27 municipalities have policies that range from "Free parking in any municipally operated space without time restriction" to "Free time-limited parking in designated accessible spaces", with a number of options in between.

### **Accessible Parking Fines**

The City of Kingston currently charges the provincially mandated minimum fine of \$300 for a contravention of Section 4.4 of the Public Parking By-Law Number 2010-128 and Section 2.1 of the Private Property Parking By-Law ("Park Unauthorized in an Accessible Space"). The volume of tickets issued for this infraction over the past several years is as follows:

June 8, 2023

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Year	Tickets Issued
2023	112
2022	142
2021	143
2020	187
2019	257
2018	223

It is assumed that any rise in Accessible Parking Fines will have a corresponding deterrence effect on the number of tickets issued and that 2023 Tickets Issued will be approximately 225.

In 2005, the City increased the fine for unauthorized parking in an accessible space from \$100 (\$75.00 if paid within 7 days) to the statutory minimum of \$300.00, with no voluntary early payment option. Two hundred dollars of each paid accessible parking fine has been allocated to the Community Services Accessibility Program (administered by the Clerk's Office). Since the implementation of this policy in 2005, significant improvements have been made to the funding of accessibility programs; as such, this funding allocation from Parking Services is no longer a necessity.

Please see Exhibit B for a breakdown of the Accessible Parking Fine policies for 43 Ontario municipalities. This data was gathered from a combination of Ontario Traffic Council surveys and reviews of the applicable municipal websites. Of these 43 municipalities, 18 charge the provincially mandated minimum \$300 fine for unauthorized parking in an accessible space, with the remainder raising the fine to between \$325-\$500.

### Options for Consideration:

In all of the options below, it is suggested that:

1. Parking in on-street accessible spaces should be maintained with a three (3) hour time limit to ensure the space is available to several parkers each day. The time restrictions in the lots should continue to coincide with posted designated times;
2. Given current technology constraints, garages cannot be accommodated for any fee reductions at this time. Upon the City replacing its current garage technology, consideration may be given to aligning garage operations with whatever the City has in place for accessible spaces on-street and in lots;
3. The funds currently allocated to the Community Services Accessibility Program from each paid "Park Unauthorized in an Accessible Space" (\$200 out of \$300 fine) be maintained within

June 8, 2023

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the Parking Services budget to cover the costs of operating and maintaining accessible parking spaces in the City.

#### Option 1 – Status Quo Parking Fees & Fine

As outlined in the Discussion above, the cost of operating the City's existing inventory of 110 on-street and surface lot accessible parking spaces (\$133,000) is just being offset by projected revenues coming from those same spaces (\$135,000-\$145,000). From a budgetary perspective, maintaining the status quo is a viable and justifiable approach.

#### Option 2 – Reduce Parking Fees & Raise Fine

Similar to the above option, it is projected that reducing parking fees to a standard \$1.00/hour across all accessible parking spaces in the City while raising the accessible parking fine to \$400 could also result in a zero-cost result for Parking Services:

- Reduction of Parking Fees to \$1.00/hour = \$52,000
- Increase of Parking Fine by 33% (with a corresponding 10% reduction in offences) = \$400 x 200 offences - \$80,000
- Total Projected Revenue - \$132,000

Please note that these are only projections and that any number of variables could affect final numbers.

#### Option 3 – Eliminate Accessible Parking Fees & Raise Fine

Option 3 proposes a scenario that removes the fees for parking in the 110 on-street and surface lot accessible parking spaces. This option will have an impact on the amount of the funds the City will be able to allocate to the Parking Reserve Fund for use in future parking projects – using the above assumptions, this amount we would be able to transfer would be approximately \$53,000 less (\$133,000 Operating Costs - \$80,000 Fines Revenue).

#### Existing Policy/By-Law:

By-Law Number 2010-128, A By-Law to Regulate Parking

By-Law Number 99-166, A By-Law to Prohibit the Parking or Leaving of Motor Vehicles on Private Property Without the Consent of the Owner or Occupant of the Property, or on Property Owned or Occupied by the City of Kingston or Any Local Board Thereof, Without the Consent of the City of Kingston or the Local Board

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

June 8, 2023

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**Notice Provisions:**

None

**Accessibility Considerations:**

None

**Financial Considerations:**

None

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**Other City of Kingston Staff Consulted:**

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Laird Leggo, Manager, Licensing, Parking Operations & Policy

Greg McLean, Policy & Program Coordinator

**Exhibits Attached:**

Exhibit A Jurisdictional Scan – Accessible Parking Fee Policies

Exhibit B Jurisdictional Scan – Accessible Parking Fines

<b>City</b>	<b>Policy</b>
<b>Barrie</b>	Free parking in all municipal paid parking locations.
<b>Belleville</b>	Time-limited free parking in designated accessible spaces
<b>Brantford</b>	Free parking in municipal lots
<b>Brampton</b>	Free on-street parking in all spaces.
<b>Burlington</b>	Free on-street parking in all spaces.
<b>Clarington</b>	Time-limited free on-street parking in all spaces.
<b>Collingwood</b>	Free parking in all municipal paid parking locations.
<b>Cobourg</b>	Monthly parking permit available for downtown parking at meter/lots (\$30).
<b>Cornwall</b>	Time-limited free parking on-street & in municipal lots.
<b>Guelph</b>	Free accessible parking permit that is valid for one year at all spaces.
<b>Hamilton</b>	Time-limited free on-street parking in all spaces/lots.
<b>Kitchener</b>	Accessible parking is charged for.
<b>London</b>	Time-limited free on-street parking in all spaces/lots.
<b>Midland</b>	Downtown Core (\$1/hour), Municipal Lots (Free), Town Dock (\$1.50/hour)
<b>Milton</b>	Accessible parking is charged for.
<b>Mississauga</b>	Free metered and pay & display parking
<b>Niagara Falls</b>	Time-limited free parking at meters.
<b>NOTL</b>	Free metered and pay & display parking
<b>Oakville</b>	Accessible parking is charged for.
<b>Orangeville</b>	Accessible parking is charged for.
<b>Orillia</b>	Free parking in accessible spaces.
<b>Oshawa</b>	Time-limited free on-street parking in all spaces/lots.
<b>Ottawa</b>	Time-limited free on-street parking in all spaces.
<b>Pembroke</b>	Mix of time-limited free parking and paid parking.

<b>City</b>	<b>Policy</b>
<b>Peterborough</b>	Accessible parking is charged for.
<b>Pickering</b>	Time-limited free parking in waterfront spaces & lots.
<b>Port Hope</b>	Free parking in all municipal paid parking locations.
<b>St. Catharines</b>	Monthly parking permit available for parking at meter or hourly lot (\$55.80).
<b>Stratford</b>	Free parking in all municipal paid parking locations.
<b>Tiny</b>	Free parking for residents
<b>Toronto</b>	Free on-street parking at meters or pay and display machines.
<b>Vaughan</b>	Accessible parking is charged for.
<b>Wasaga Beach</b>	Accessible parking is charged for.
<b>Waterloo</b>	Free parking in municipal lots.
<b>Whitby</b>	Free on-street parking and in municipal lots
<b>Windsor</b>	Free time-limited parking in municipal parking lots and in some signed on-street accessible parking spaces.

<b>City</b>	<b>Accessible Parking Fines</b>
<b>Aurora</b>	400
<b>Barrie</b>	300
<b>Belleville</b>	305
<b>Brantford</b>	300
<b>Brampton</b>	350
<b>Burlington</b>	400
<b>Clarington</b>	500
<b>Collingwood</b>	300
<b>Cobourg</b>	300
<b>Cornwall</b>	300
<b>Guelph</b>	350
<b>Halton Hills</b>	350
<b>Hamilton</b>	350
<b>Kitchener</b>	300
<b>London</b>	380
<b>Markham</b>	350
<b>Midland</b>	300
<b>Milton</b>	300
<b>Mississauga</b>	400
<b>Niagara Falls</b>	400
<b>Niagara Region</b>	500
<b>Niagara on the Lake</b>	400
<b>Oakville</b>	400
<b>Orangeville</b>	300
<b>Orillia</b>	350
<b>Oshawa</b>	300
<b>Ottawa</b>	450
<b>Pembroke</b>	300
<b>Peterborough</b>	300
<b>Pickering</b>	500
<b>Port Hope</b>	300
<b>Richmond Hill</b>	350
<b>St. Catharines</b>	300
<b>Stratford</b>	300
<b>Tillsonburg</b>	300
<b>Tiny</b>	300



<b>City</b>	<b>Accessible Parking Fines</b>
<b>Toronto</b>	450
<b>Thunder Bay</b>	310
<b>Vaughan</b>	400
<b>Wasaga Beach</b>	300
<b>Waterloo (City)</b>	325
<b>Whitby</b>	450
<b>Windsor</b>	440

# City of Kingston By-Law Number 2025–...

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

### **Whereas:**

The Corporation of the City of Kingston (the “**City**”) is a single-tier municipality incorporated pursuant to an order made under section 25.2 of the *Municipal Act*, R.S.O. 1990, c. M.45.

The powers of a municipality must be exercised by its council (*Municipal Act, 2001*, S.O. 2001, c. 25 (the “**Municipal Act, 2001**”), s. 5 (1)).

A municipal power must be exercised by by-law unless the municipality is specifically authorized to do otherwise (*Municipal Act, 2001*, s. 5 (3)).

A single tier municipality may provide any service or thing that the municipality considers necessary or desirable for the public (*Municipal Act, 2001*, s. 10 (1)).

On December 14, 2004, council for the *City* (“**council**”) enacted *City of Kingston By-Law Number 2005-10*, “*A By-Law to Establish Fees and Charges to be Collected by the Corporation of the City of Kingston*”.

*Council* considers it necessary and desirable for the public to amend *City of Kingston By-Law Number 2005-10*:

**Therefore**, *council* enacts:

### **1. Amendment**

1.1 *City of Kingston By-Law Number 2005-10* is amended as follows:

- (a) Schedule O: Parking, On-Street Parking, Meters and Pay and Display, is hereby amended by deleting the table in its entirety and replacing it with the following table thereto:

*By-Law to Amend By-Law 2005-10*

Meters and Pay and Display

Fees listed in the table below are inclusive of applicable taxes.

Effective April 1, 2025

Fee Description	Unit	Fee
Schedule A-1: Zone 1	Hourly	\$2.50
Schedule A-1: Zone 2	Hourly	\$2.00
Schedule A-1: Zone 3	Hourly	\$2.00
Schedule A-1: Zone 4	Hourly	\$2.00
Schedule A-1: Zone 5	Hourly	\$2.50
Schedule A-1: Zone 6	Hourly	\$1.00
Schedule A-1: Zone 6	Daily maximum	\$5.00
Schedule A-1: Zone 7	Hourly	\$2.50
Schedule A-1: Zone 8	Hourly	\$2.00
Schedule A-1: Zone 9	Hourly	\$2.50
Schedule A-1: Zone 10	Hourly	\$2.50
Schedule A-1: Zone 11	Hourly	\$2.50
Schedule A-2: Accessible Parking Meter Zones	Hourly	\$1.00
Schedule A-3: Tour Bus Parking Meter Zones	Hourly	\$2.00

- (b) Schedule O: Parking, Parking Lots, is hereby amended by deleting the table in its entirety and replacing it with the following table thereto:

*By-Law to Amend By-Law 2005-10*

Parking Lots: Fees listed in the table below are inclusive of applicable taxes.

Effective April 1, 2025

Fee Description	Unit	Fee
Angrove Lot	Hourly	\$2.00
Armstrong Memorial Lot	Hourly	\$2.00
Barrack Lot	Hourly	\$2.00
Crawford Wharf Lot	Flat Rate	\$12.25
Frontenac Lot	Hourly	\$2.00
Frontenac County Court House Lot	Hourly	\$2.50
Gorsline Lot	Hourly	\$2.00
Kingston Frontenac Public Library Lot	Hourly	\$2.00
Lower Robert Bruce Memorial Lot	Hourly	\$2.00
McKee Memorial Lot	Hourly	\$2.00
Ordnance Lot	Hourly	\$2.00
Pump House Lot (Steam Museum)	Hourly	\$2.00
Richardson Beach Lot (Macdonald/Memorial Park)	Hourly	\$2.50
Richardson Beach South Lot (Macdonald/Memorial Park)	Hourly	\$2.50
Springer Memorial Lot	Hourly	\$2.00
Upper Robert Bruce Memorial Lot	Hourly	\$2.00
Waterfront Lot - Kingston General Hospital (Macdonald/Memorial Park)	Hourly	\$2.50

*By-Law to Amend By-Law 2005-10*

- (c) Schedule O, Parking, Parking Lots – Other Rates, Ontario/Brock Lot - May 1<sup>st</sup> to November 30<sup>th</sup>, and Ontario/Brock Lot – December 1<sup>st</sup> to April 30<sup>th</sup>, is hereby amended by deleting both tables in their entirety and replacing them with the following table thereto:

Ontario/Brock Lot

Fees listed in the table below are inclusive of applicable taxes.

Effective April 1, 2025

Fee Description	Unit	Fee
Monday to Saturday between 07:00 to 16:59 hours	Half hour	\$1.75
Monday to Saturday between 07:00 to 16:59 hours	Daily maximum	\$17.50
Monday to Saturday between 17:00 to 06:59 hours	Flat rate	\$6.25
Sunday 07:00 hours to Monday 06:59 hours	Flat rate	\$6.25

- (d) Schedule O: Parking, Rideaucrest Lot, is hereby amended by deleting the table in its entirety and replacing it with the following thereto:

Rideaucrest Lot

Fees listed in the table below are inclusive of applicable taxes.

Effective April 1, 2025

Fee Description	Unit	Fee
Monday to Friday between 08:00 to 14:59 hours	Hourly	\$2.00
Monday to Thursday between 15:00 to 07:59 hours	Flat rate	\$4.00

*By-Law to Amend By-Law 2005-10*

Fee Description	Unit	Fee
Friday 15:00 hours to Monday 07:59 hours	Flat rate	\$4.00
Family permit	Monthly	\$50.75

- (e) Schedule O: Parking, Chown Memorial Garage, is hereby amended by deleting the table in its entirety and replacing it with the following table thereto:

Chown Memorial Garage

Fees listed in the table below are inclusive of applicable taxes.

Effective April 1, 2025

Fee Description	Unit	Fee
Monday to Saturday between 06:00 to 17:59 hours	Hourly	\$2.00
Monday to Saturday between 18:00 to 05:59 hours	Flat rate	\$4.00
Sunday 06:00 hours to Monday 05:59 hours	Flat rate	\$4.00
Lost ticket charge	Flat rate	\$22.50

- (f) Schedule O: Parking, Hanson Memorial Garage, is hereby amended by deleting the table in its entirety and replacing it with the following table thereto:

Hanson Memorial Garage

Fees listed in the table below are inclusive of applicable taxes.

Effective April 1, 2025

*By-Law to Amend By-Law 2005-10*

Fee Description	Unit	Fee
Monday to Saturday between 06:00 to 17:59 hours	Hourly	\$2.00
Monday to Saturday between 18:00 to 05:59 hours	Flat rate	\$4.00
Sunday 06:00 hours to Monday 05:59 hours	Flat rate	\$4.00
Lost ticket charge	Flat rate	\$22.50

- (g) Schedule O: Parking, Parking Lot Event Rates, is hereby amended by deleting the table in its entirety and replacing it with the following table thereto:

Parking Lot Event Rates

Fees listed in the table below are inclusive of applicable taxes.

Effective April 1, 2025

Fee Description	Unit	Fee
Anglin Lot	Flat rate	\$6.00
Angrove Lot	Flat rate	\$6.00
Barrack Lot	Flat rate	\$7.00
Frontenac Lot	Flat rate	\$7.00
Lower Robert Bruce Memorial Lot	Flat rate	\$5.00
Springer Memorial Lot	Flat rate	\$5.00
Upper Robert Bruce Memorial Lot	Flat rate	\$5.00

*By-Law to Amend By-Law 2005-10*

**2. Coming into Force**

2.1 This by-law will come into force and take effect on the day it is passed.

1 <sup>st</sup> Reading	date
2 <sup>nd</sup> Reading	date
3 <sup>rd</sup> Reading	date
Passed	date

Janet Jaynes  
City Clerk

Bryan Paterson  
Mayor



# PARKING RATE REVIEW CITY OF KINGSTON

City of Kingston



Prepared For: City of Kingston

November 27, 2024



**BA Group**



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**AUTHORSHIP**

Date	Revision	Update
22/10/2024	Version 1	Draft Report
15/11/2024	Version 2	Draft Report
22/11/2024	Version 3	Final Report
27/11/2024	Version 4	Revised Final Report


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Senior Associate



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## 1.0 INTRODUCTION

BA Group is retained by the City of Kingston to develop a parking pricing framework that will enable the City to continue to operate, maintain and enhance the municipal parking system over the long-term on a financially sustainable basis while supporting the City’s parking management principles. This parking rate review will take into account the impacts of the redevelopment of several surface parking lots in the North Block. As part of this review, a parking pricing framework will be developed.

The study area, as shown in **Figure 1**, includes all municipal paid parking in the Downtown, Queen’s University, Kingston General Hospital, and Williamsville areas.

### 1.1 Background

#### 1.1.1 2016 Parking Rate Review

BA Group was retained in 2016 by the City of Kingston to conduct a parking rate review for all municipal paid parking in the downtown, Queen’s University, Kingston General Hospital, and the Williamsville areas. Key findings indicated that if parking pricing remained unchanged, the parking reserve fund would begin to run a deficit in 2022 and reach a negative balance of over \$35 million by 2030.

BA Group, in consultation with City staff and key stakeholders, reviewed possible changes to parking rates and fines to help address future funding requirements for the municipal parking system. This process included an assessment of several options in terms of allocation between hourly and monthly parkers, the days and hours when payment is required, the relationship between parking fines and rates, and event parking rates.

Three alternative funding options were developed in more detail for consideration. All three options proposed rate increases in institutional areas and the Downtown, increasing parking fines for “Failure to Display Parking Ticket” and “Parking at an Expired Meter”, and increased duration of stay. The preferred option from the 2016 review is summarized in **Table 1**. This option maintained existing hours of paid parking (on and off-street) but increased on and off-street hourly parking rates, parking fines, and event parking rates. These changes were forecast to maintain a positive balance in the parking reserve fund with a closing balance of approximately \$4.2 million in 2030 and would result in an annual contribution to the reserve fund of approximately \$1.6 million in 2030.

**Table 1** 2016 Preferred Funding Scenario – Proposed Parking Rate and Fine Changes

Proposed Changes	Preferred Funding Scenario – Scenario 1 (2016)						
	Existing	2017	2018	2019	2024	2029	
On-Street Parking Rates	On-Street Downtown High- Demand (Zones 1, 2, 4)	\$1.50		\$2.00	\$2.50	\$3.00	
	On-Street Institutional Area (Zones 9,10)	\$1.50	\$2.00		\$2.50	\$3.00	
	On-Street Downtown Low- Demand (Zones 3, 5, 6 & 8)	\$1.00		\$1.50	\$1.75	\$2.00	
Off-Street Parking Rate	Parking Lots - Institutional Area	\$1.00	\$2.00		\$2.50	\$3.00	
	Parking Lots - Downtown Area	\$1.00		\$1.50	\$1.75	\$2.00	
	Parking Garages	\$1.50			\$1.75	\$2.00	

*Table continued on next page.*



Proposed Changes	Preferred Funding Scenario – Scenario 1 (2016)
Hours of Payment	No Change
Event Parking Rates	Increased by \$1.00
Parking Fine Increases	<u>2018 Increase</u> Failure to display ticket: \$20/25 Park at expired meter: \$15/20
Duration of Stay	<u>On-Street:</u> Adopt a 3 hour maximum (up from 2 hours) in high demand pay and display zones in the Downtown <sup>1</sup> <u>Parking Lots:</u> Adopt 4 hour maximum (up from 3 hours) across the Downtown and in the Gorsline Lot in Williamsville.
Parking Reserve Fund Balance - 2030	+\$4.2 M
Annual Reserve Fund Transfer in 2030	+\$1.6 M

Notes:

1. On-street parking rates for the last hour of payment in the Downtown (excluding the Institutional area) should be increased to encourage turnover and use of the off-street lots and garages for longer-term parking. If the extended duration of stay is implemented in 2017 the rate for the last hour should be increased by at least \$0.50 per hour (to \$2.00 and \$1.50 in the high and low demand zones respectively). The higher last hour rate strategy would not be applied to the surface lots. When rates are increased in the future, the rates for the last hour of parking should also be increased so they remain higher than the preceding hours.

### 1.1.2 City of Kingston Parking Management Principles

In the 2016 study, six Parking System Management Principles were used to guide the operation, management and planning for the municipal parking system. It is assumed that these principles continue to apply in this study in 2024:

1. Parking rates promote the City’s Transportation Master Plan (TMP) and Transportation Demand Management (TDM) objectives
2. Provide short-term parking in high demand areas
3. Long-term parking is provided on the periphery of the high demand areas
4. Pricing and maximum stay are used to encourage short stays / high turnover in high demand areas
5. Optimize use of existing parking supply prior to creating new supply
6. Parking fines are set to encourage compliance

The City has a long-standing policy that the municipal parking operation should be financially self-sustaining from an operational and life cycle cost perspective, with surplus revenue being placed in a reserve fund in order to ensure that sufficient funds are available to maintain and upgrade the existing system and to invest in new facilities. Historically, the current parking rate structure has enabled the system to operate with annual surplus revenues that have been placed in the reserve fund. However, substantial repair, restoration, and safety improvements are required for the aged parking garages that will place significant strain on the reserve fund balance. For example, between 2027 - 2029, the City expects to spend approximately \$2.6 million on capital repair and upgrades to the Chown, Robert Bruce and Hanson garages.

In addition, the City is contemplating the need to invest in a new parking garage in the North Block area due to the redevelopment of surface parking lots and the construction of a conference centre. This \$30M investment in the downtown will add an annual debt finance cost of approximately \$1.57 million per year, if financed over a 20-year period, and assuming

the parking reserve fund can be used to reduce the costs of borrowing to \$20 million. Additional investment in public parking will eventually be required for the downtown as more surface parking lots are redeveloped for residential intensification in the downtown area. The City also needs to plan for new parking infrastructure in the Williamsville area in order to facilitate and accommodate redevelopment of this area.

With these challenges in mind, BA Group has been retained to assist the City in developing a financial plan for the future that considers the capital repair and improvement cost associated with the existing system as well as the planned and anticipated investments in new facilities. The analysis includes a review of the existing parking rate and fine structure and an assessment of potential alternative revenue sources.



North Block Development Rendering (18 Queen Street)  
Source: <https://www.themadeleine.ca/>

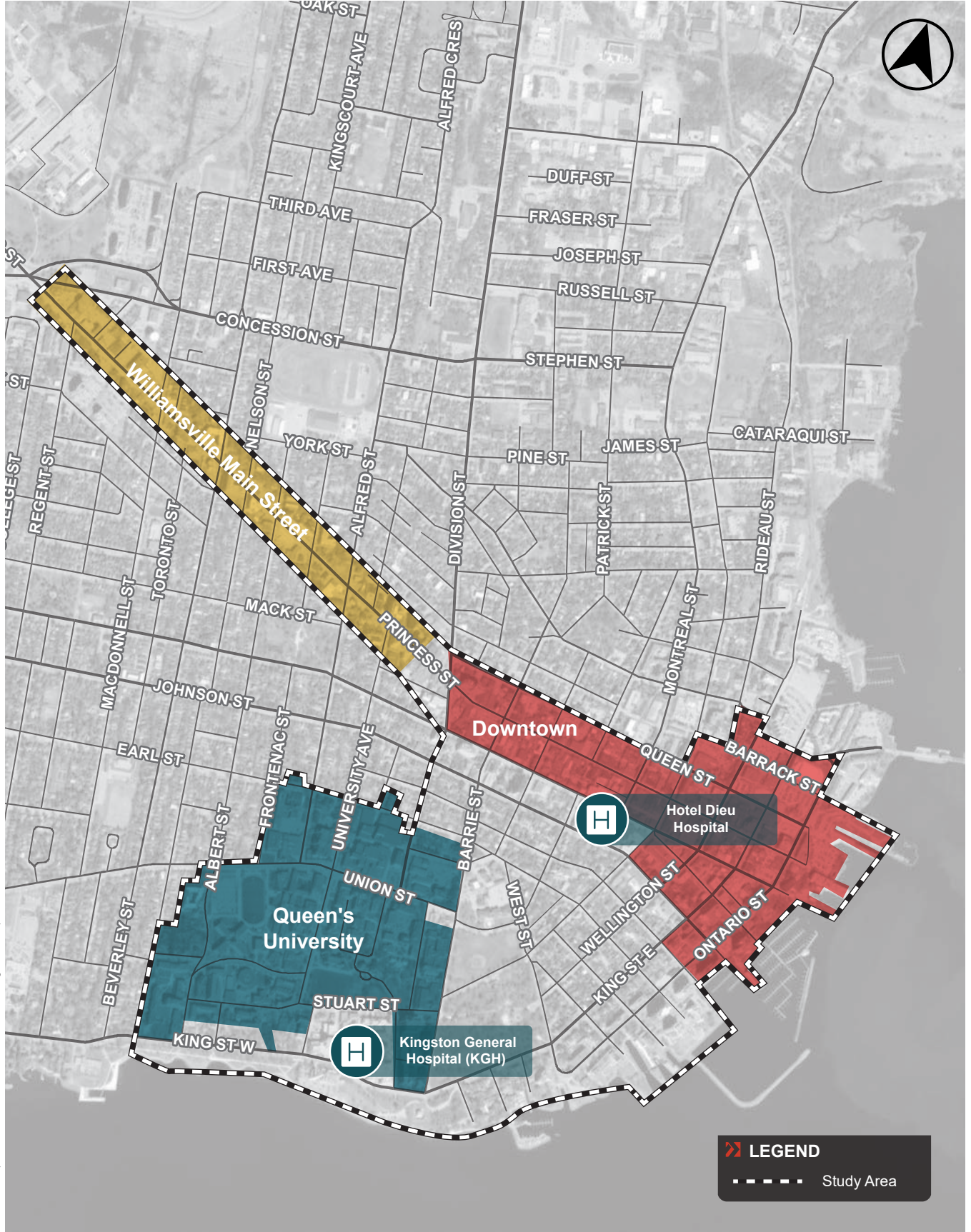
## 1.2 This Study

This study includes the following:

1. A review of the City of Kingston’s existing parking context including parking supply (on and off-street), paid parking rates, duration of stay, parking fines, and event parking rates.
2. A jurisdictional review of parking rates, parking fines, duration of stay, cash in lieu, tour bus parking, accessible parking, coinless parking, and transitioning from a POA to AMPS system, in comparable municipalities.
3. An assessment of potential rate setting considerations including but not limited to rate increases, extended hours of payment, relationship of parking fines to rates, special event rates, and duration of stay.
4. The development of alternative parking rate scenarios that meet the City of Kingston’s long-term financial objectives.







P:\621761\Graphics2\_Rate\_Review\Adobe\Ds\6276 - 16\Figures for Report - October 2024.indd

Aerial maps provided courtesy of Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, the GIS User Community and/or Google Earth/Maps.

FIGURE 1 STUDY CONTEXT

## 2.0 STAKEHOLDER AND PUBLIC CONSULTATION

### 2.1 Consultation Process

Public consultation has been undertaken at the outset of the study to inform and guide the process. Meetings with key stakeholders were held early on in the study (on June 11, 2024) to ensure that those who are or feel that they are affected by parking issues within the study area have been given the opportunity to provide feedback early on in the process. Consultation included meetings with the following stakeholders:

- Downtown Kingston! Business Improvement Area
- Tourism Kingston
- Greater Kingston Chamber of Commerce
- Downtown Retailers, Restaurateurs, and Large Event Stakeholders
- Queen's University
- Hospital Representatives (Kingston Health Services Centre)
- City of Kingston Departments (Parking Enforcement, Parking Operations, Transportation Services)
- City of Kingston Committees (Equity, Diversity, and Inclusion Advisory Committee & Municipal Accessibility Advisory Committee)

In addition to the in-person consultation held in June 2024, a survey was provided in July 2024 to members of the Downtown Kingston BIA to obtain additional information and feedback related to parking behaviour and availability.

### 2.2 Stakeholder Comments

Stakeholder comments solicited through the consultation process were considered when developing long-term funding options. An overview of the comments that were received is provided below.

- Downtown businesses and employers are very sensitive to price increases, and a majority prefer to extend the time when paid parking is required rather than increase hourly rates.
- Perception that parking is not available in the Downtown and that an improved wayfinding strategy is needed.
- Concern with affordability of monthly employee parking rates.
- Support for increasing parking fines to generate additional revenue and encourage compliance with paid parking requirements.
- Consider higher parking rates for on-street parking to encourage people to park in surface lots and garages.
- Support for parking rate increases in the Downtown. Emphasis is on simplifying rates and paid parking times.
- There is sensitivity about parking cost and duration of stay around the Hospitals.
- Support for extending times when paid parking is required to help manage event parking and distribute costs across all users.
- City should look at opportunities to use private parking (hotel or office) for event parking / evening parking.
- Possible need for more accessible parking in the Downtown, particularly off-street spaces.



### 3.0 EXISTING PARKING SUPPLY

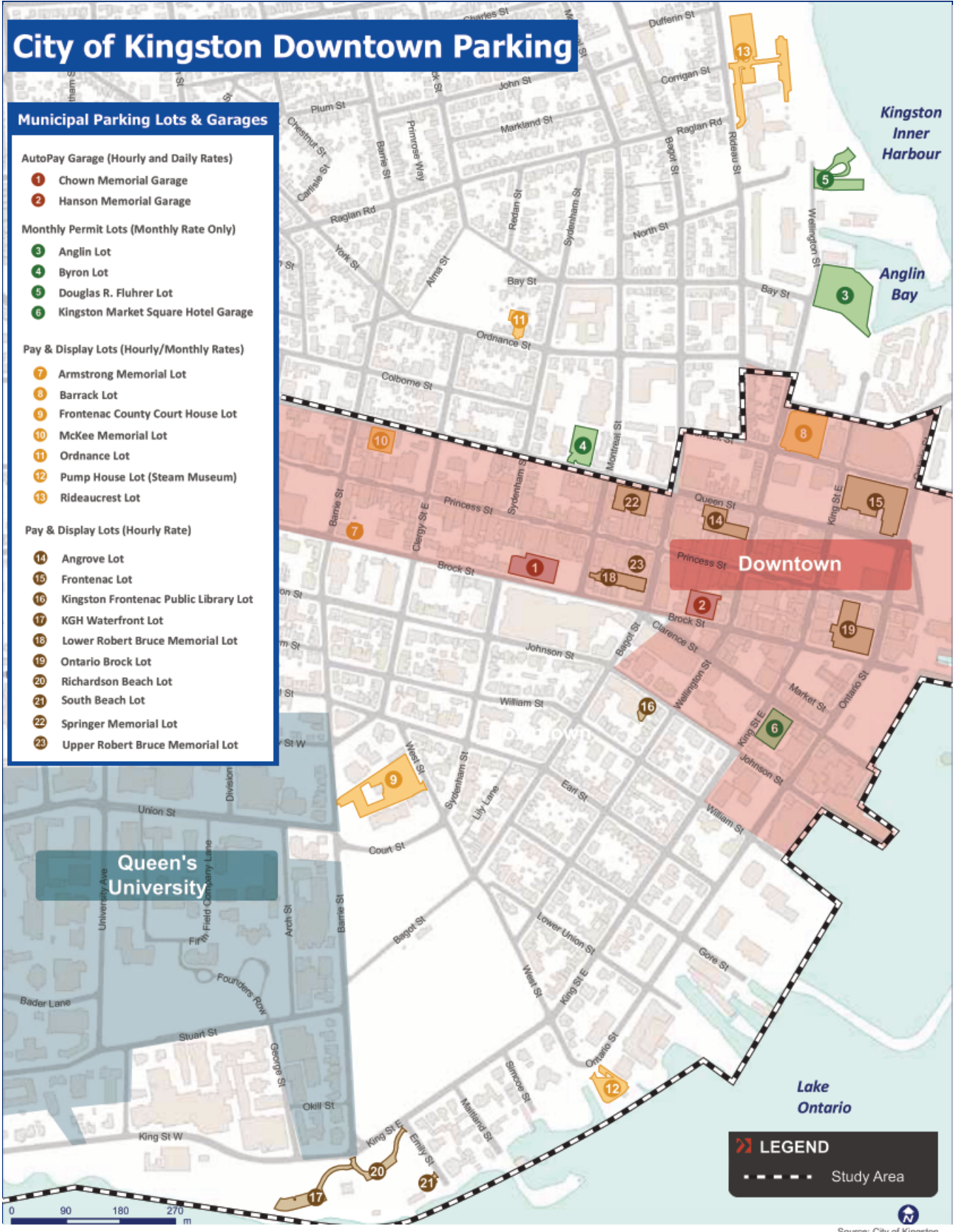
The study area includes all paid municipal parking in the Downtown, Queen’s University, Kingston General Hospital, and Williamsville areas. Within the study area, the City of Kingston manages 4,330 paid parking spaces including 1,879 on-street and 2,451 off-street spaces. The City issues monthly parking permits (up to a total of approximately 750 permits) primarily for commuter use for various lots and administers an On-Street Parking Permit Program in selected residential locations. Hourly parking revenue is obtained using payment by app, Pay-on-Foot, Pay & Display and single space meters. A summary of the existing on- and off-street parking supply throughout the study area is provided in **Table 2**. Municipal parking lots and on-street parking zones are illustrated on **Figure 2** and **Figure 3**, respectively.

Table 2 Study Area Parking Supply

Parking Lot / Garage	Parking Supply	On-Street Collection Zone	Parking Supply <sup>2</sup>		
Anglin Lot <sup>1</sup>	227	Zone 1	159		
Angrove Lot <sup>2</sup>	74				
Armstrong Memorial Lot <sup>2</sup>	15	Zone 2	257		
Barrack Lot <sup>1</sup>	114				
Byron Lot <sup>2</sup>	72	Zone 3	146		
Chown Memorial Garage <sup>2</sup>	451				
Douglas R. Fluhrer Lot <sup>2</sup>	51	Zone 4	223		
Frontenac County Courthouse Lot <sup>2</sup>	147				
Frontenac Lot <sup>1</sup>	186	Zone 5	172		
Gorsline Lot <sup>2</sup>	109				
Hanson Memorial Garage <sup>2</sup>	271	Zone 6	119		
Kingston Frontenac Public Library Lot <sup>2</sup>	11				
Kingston Market Square Hotel Garage <sup>2</sup>	77	Zone 8	149		
KGH Waterfront Lot <sup>2</sup>	51				
Lower Robert Bruce Memorial Lot <sup>2</sup>	48	Zone 9	331		
McKee Memorial Lot <sup>2</sup>	52				
Ontario Brock Lot <sup>2</sup>	114	Zone 10	323		
Ordnance Lot <sup>2</sup>	31				
Pump House Lot <sup>2</sup>	47				
Rideaucrest Lot <sup>2</sup>	158				
Richardson Beach Lot <sup>2</sup>	27				
South Beach Lot <sup>2</sup>	6				
Springer Memorial Lot <sup>2</sup>	62				
Upper Bruce Lot <sup>1</sup>	50				
<b>Total</b>	<b>2,451 spaces</b>			<b>Total</b>	<b>1,879 spaces</b>

Notes:

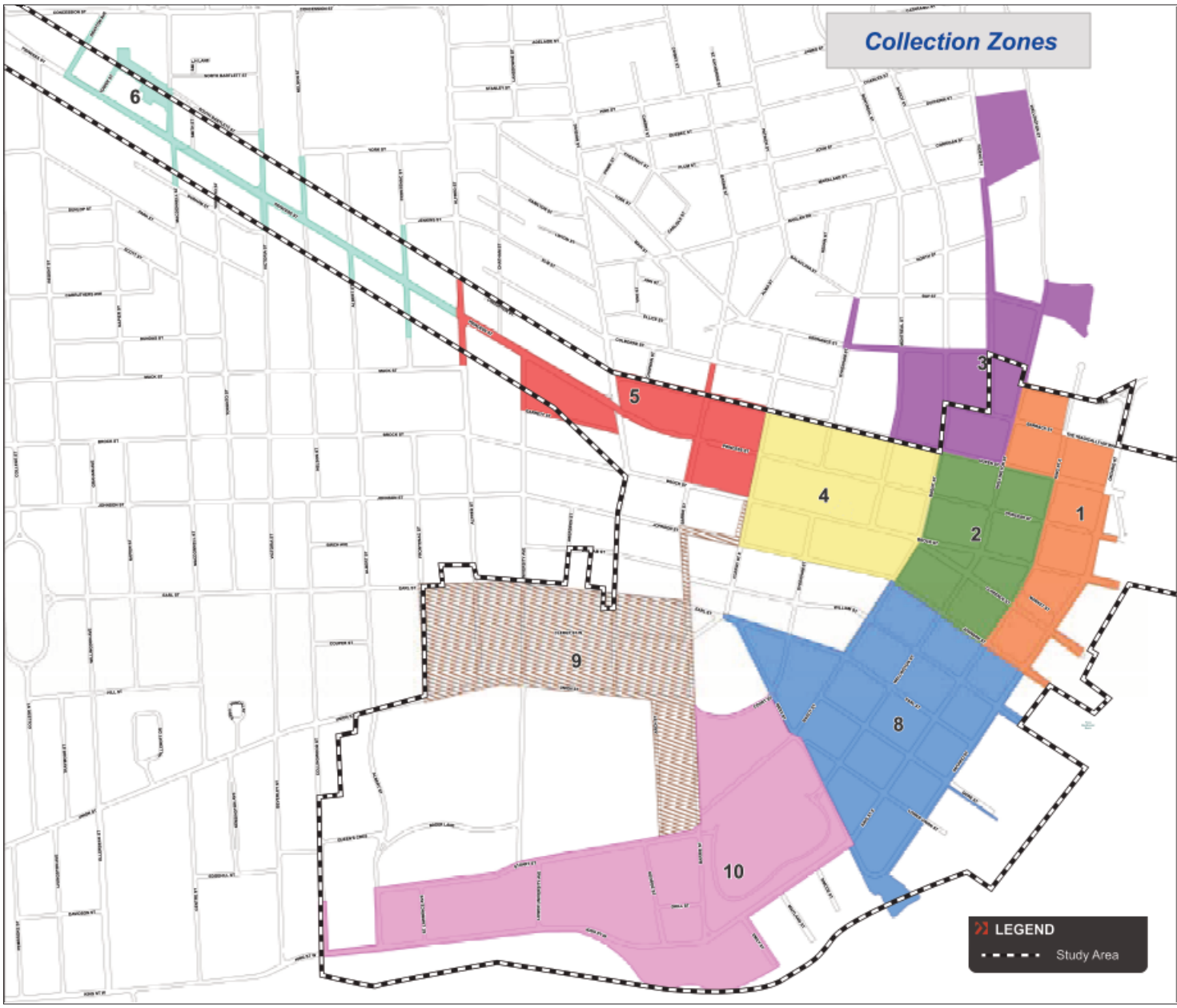
1. Parking supply based on BA Group’s June 2024 parking surveys.
2. Parking supply confirmed by City of Kingston, October 18, 2024.



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Aerial maps provided courtesy of: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, the GIS User Community and/or Google Earth/Maps.

**FIGURE 2 MUNICIPAL PARKING LOTS**



Source: City of Kingston

**FIGURE 3 ON-STREET PARKING COLLECTION ZONES**

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Aerial maps provided courtesy of: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, the GIS User Community and/or Google Earth/Maps.

## 4.0 EXISTING PARKING UTILIZATION AND TURNOVER

### 4.1 Downtown Parking Utilization

BA Group conducted public parking utilization surveys of the Downtown Study Area as part of the North Block District Parking Review Study, dated October 2024. A summary of key findings is provided below, and peak parking utilization figures are attached in **Appendix A**.

Parking utilization surveys were undertaken during the following days and times to capture a representative sample of parking demands under busy conditions:

- **Weekday:** Thursday, June 13, 2024 (11:00am - 9:00pm, every two hours); Tuesday, June 25, 2024 (10:00am - 3:00pm, every hour)
- **Weekend:** Saturday June 15, 2024 (1:00pm – 9:00pm, every 2 hours)
- **Event Day:** Tuesday June 25, 2024 (5:00pm - 9:00pm, every hour)

**Table 3** provides a summary of the peak parking utilization observed on a typical weekday and weekend (both daytime and evening) and during an event evening.

**Table 3** Downtown Study Area Parking Utilization (2024)

Parking Type	Supply	Peak Parking Utilization					
		Weekday			Weekend		Event
		Daytime Thursday, 11:00am	Daytime Tuesday, 12:00pm	Evening Thursday, 5:00pm	Daytime Saturday, 1:00pm	Evening Saturday, 5:00pm	Evening Tuesday, 8:00pm
On-Street	305	223 (73%)	243 (80%)	225 (74%)	210 (69%)	184 (60%)	294 (96%)
Surface Parking Lot	941	667 (71%)	721 (77%)	617 (65%)	638 (68%)	421 (45%)	837 (89%)
Parking Garages	722	422 (58%)	389 (54%)	166 (23%)	358 (50%)	135 (19%)	186(26%)
<b>Total</b>	<b>1,968</b>	<b>1,312 (67%)</b>	<b>1,353 (69%)</b>	<b>1,008 (51%)</b>	<b>1,140 (58%)</b>	<b>740 (38%)</b>	<b>1,317 (67%)</b>

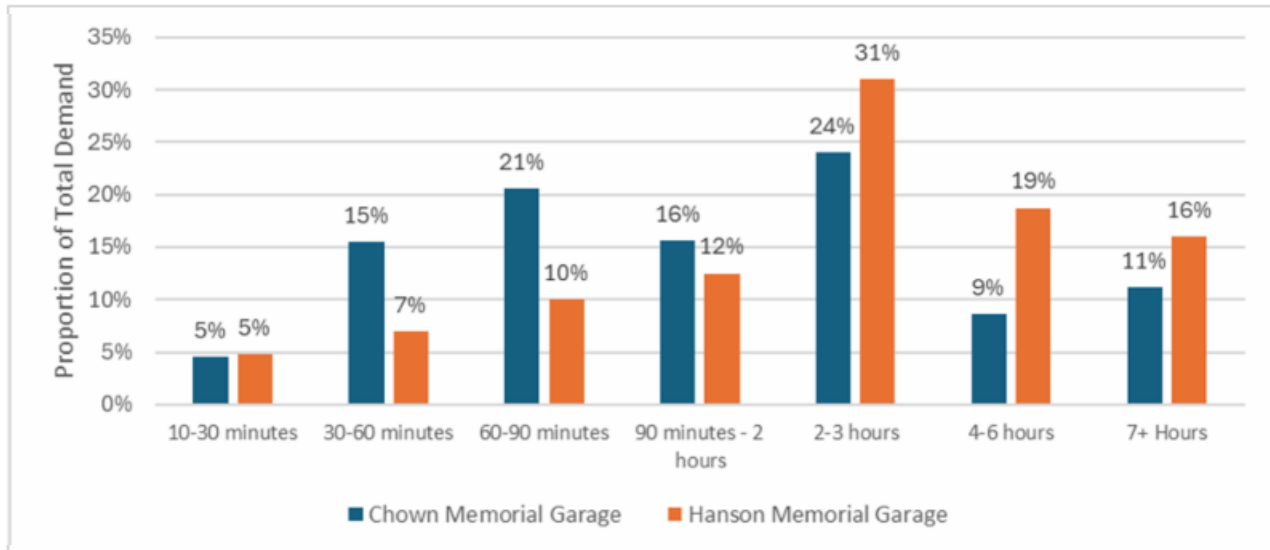
The peak parking utilization was observed during the weekday daytime and during a weekday event with a total parking utilization of almost 70% of the available supply within the Downtown Study Area. During evenings, on weekdays and weekends (without events taking place), total parking utilization is lower, ranging from approximately 40% to 60% utilization.

### 4.2 Duration of Stay

Duration of stay data was provided by the City Kingston for on-street parking, surface parking lots and garage within the study area. Duration of stay data for parking garages (June 2024) and on-street parking and surface parking lots (May 5 to 11, 2024) was reviewed to understand current parking trends and identify high demand areas. Duration of stay by parking type (on-street, surface lots and garages) is illustrated in **Figure 4** and **Figure 5** and a breakdown by area (Downtown, Williamsville and Queen’s / KGH) is illustrated in **Figure 6**.



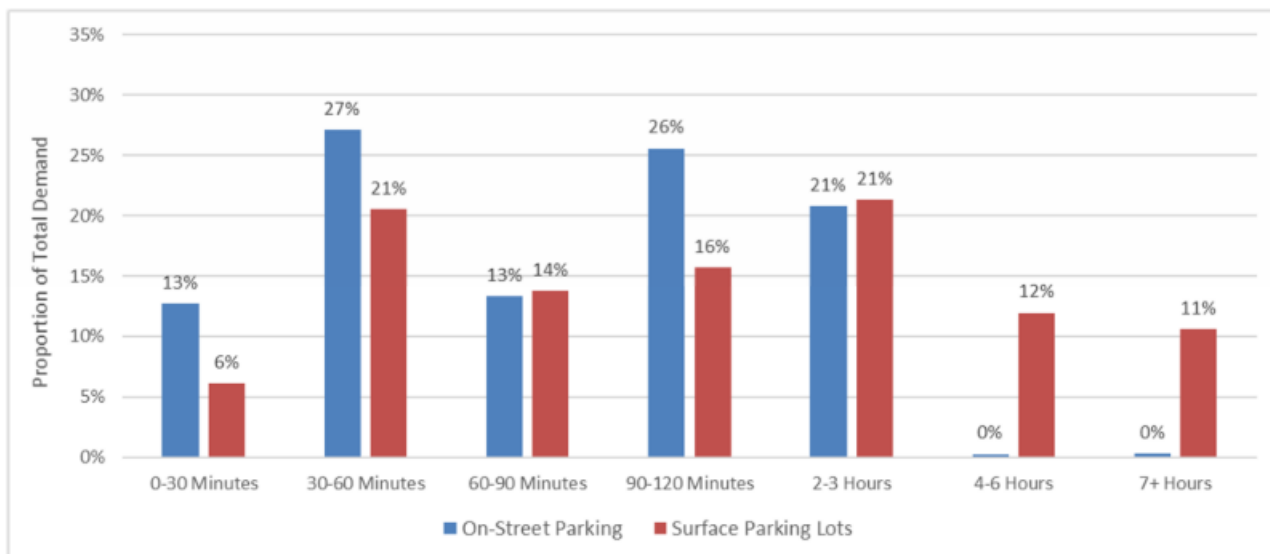
Figure 4: Duration of Stay by Parking Type (Parking Garages)



Notes:

1. Parking data provided by the City of Kingston for June 2024. Excludes vehicles parked in the garage for less than 10 minutes (assumed to be mainly maintenance vehicles).

Figure 5: Duration of Stay by Parking Type (On-Street and Surface Lots)

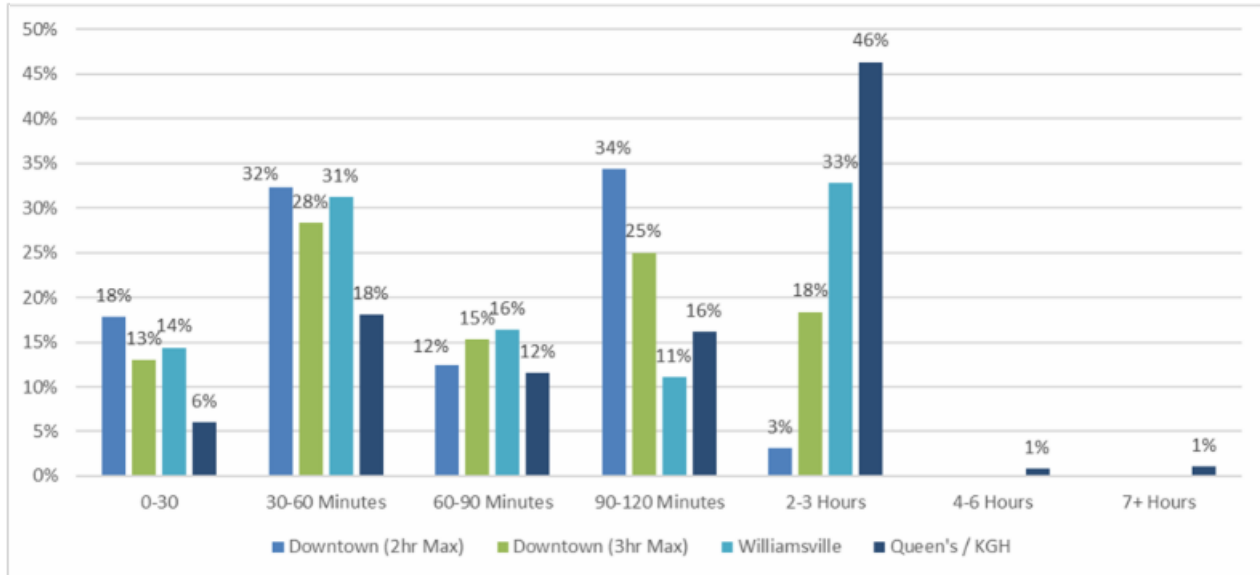


Notes:

1. Parking data provided by the City of Kingston for May 5 to 11, 2024.



Figure 6: On-Street Duration of Stay by Area



Notes:

1. Parking data provided by the City of Kingston for May 5 to 11, 2024.
2. "Downtown 2hr Max" consists of parking zones 1 & 2, "Downtown 3hr Max" consists of parking zones 3, 4 and 8, "Williamsville" consists of parking zones 5 & 6, "Queen's / KGH" consists of parking zones 9 & 10.

Duration of stay data indicates that a significant proportion of on-street parking activity occurs for a 2–3-hour period or longer (approximately 21% of the Downtown on-street payment transactions). Reducing the on-street duration of stay limits across the entire Downtown (i.e. maximum of 2 hours) and/or increasing on-street pricing could help incentivize those longer-stay users to park in off-street parking lots and garages. This would help maintain the more convenient on-street parking for quick turnover parking and help with the perception that there is available parking in the area.

The duration of stay for on-street parking around Kingston General Hospital (KGH) and Queen's University is significantly longer (approximately 46% of on-street payment transactions being 2 to 3 hours), consistent with what was noted during stakeholder feedback. There is limited off-street parking within the immediate vicinity of KGH and Queen's University (existing supply is well utilized) and off-site parking should be explored to provide alternative parking options staff / long-stay visitors.





## 5.0 EXISTING PARKING RATES & REGULATIONS

### 5.1 City of Kingston Parking Rates

Parking rates and regulations are typically used to provide a range of pricing options and to guide people to the most appropriate locations that will optimize the overall efficiency of a parking system.

In the City of Kingston, monthly parking rates are varied based on location. On-street parking rates are currently priced at \$2.00 per hour in high demand locations (Downtown and Queen's / KGH areas) and \$1.50 per hour in low demand areas (periphery of Downtown and Williamsville). Off-street surface lots are currently priced between \$1.50 and \$2.00 per hour, while the hourly rates in the two garages are currently \$1.50 per hour. Generally speaking, in commercial areas, longer stay hourly parkers should be encouraged to use off-street parking garages and lots through pricing and/or duration of stay time limits, thereby freeing up more convenient on-street parking in high demand locations for customers requiring shorter duration parking.

The City has adopted a policy of pricing monthly parking permits so that they are higher than the lowest cost transit pass to encourage the use of alternative travel modes. By reducing monthly parking demands, this policy also minimizes the need for future construction of parking infrastructure.

The City generally has a 2 to 3 hour duration limit for high demand on-street areas in the Downtown and a 3 hour limit for off-street parking in the Institutional area and Downtown lower demand areas for on-street parking (exception is the Courthouse Lot which allows up to a 24 hour limit). Paid parking in the downtown is generally required between 9:30 am and 5:30 pm Monday to Saturday (on-street and in surface parking lots), and maximum on-street parking time varies from 2-3 hours.

A summary of the existing parking rates and time limits is provided in Table 4. On-street parking rate zones are illustrated in Figure 7.

Current on-street and off-street parking rates are consistent with the 2019 recommended parking rates set out in BA Group's 2016 Parking Rate Review, as follows:

- On-street parking rates were increased from \$1.50 to \$2.00 per hour in high demand areas and from \$1.00 to \$1.50 per hour in low demand areas
- Surface parking lot rates were increased from \$1.00 and \$1.50 per hour to \$1.50 to \$2.00 per hour
- No changes to parking garage rates (\$1.50 per hour)
- Increases to monthly off-street permit rates (higher than the cost of a transit pass)



Table 4 City of Kingston Existing Parking Rates and Time Limits

Location		Parking Rates		Time Limits	Payment Times	
		Hourly	Monthly		Downtown	KGH / Queen's
On-Street	High Demand	\$2.00	\$123	2 to 3 hours	Mon-Sat 9:30 - 5:30	Mon-Sat 8:00 - 5:00 / 5:30
	Low Demand	\$1.50	\$103	2 to 3 hours		
Parking Lots		\$1.50 – 2.00	\$90-103	3 to 24 hours <sup>3</sup>	Mon-Sat 9:30 - 5:30	Mon-Sat 8:00 - 5:00
Parking Garages		\$1.50	\$154	24 hours	Mon-Sat 6:00 - 6:00	N/A
		\$3.00 (flat rate)			Evening & Sunday	

Notes:

1. Information is sourced the City of Kingston (<https://www.cityofkingston.ca/roads-parking-and-transportation/parking/parking-lots-and-garages/>).
2. Currently, the only parking garage that offers new parking permits is the Kingston Market Square Hotel Garage.
3. Extended parking (up to 72 hours) is permitted in the Ontario Brock and Rideaucrest Lots.

## 5.2 Stakeholder Feedback on Parking Rates

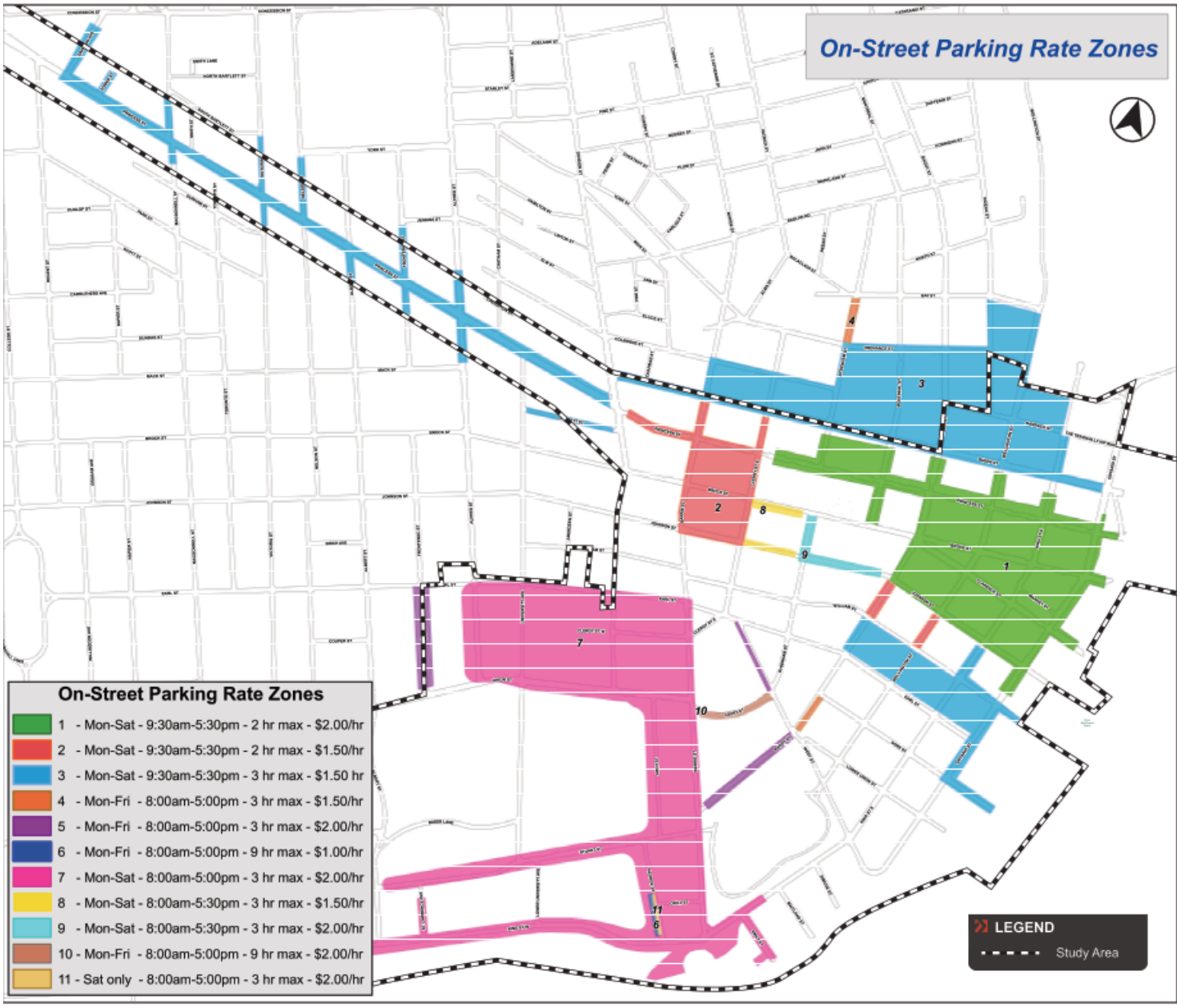
Stakeholder feedback on future changes to parking rates indicated support for increased length of stay throughout the Downtown/Williamsville study area (distributing paid parking costs across all users rather than only daytime users). Extending paid parking times (on-street and parking lots) would also help manage event parking (on-street parking during events is currently free after 5:30pm).

There was also support to increase parking rates within the Downtown/Williamsville study area with an emphasis on simplifying rates and paid parking times (for example, the same rate applied to all off-street lots).

Stakeholder feedback received noted that there is sensitivity regarding increasing cost and extending duration of stay around the Hospitals.

This feedback was considered when developing different funding scenario options (discussed in Section 8.0).





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Aerial maps provided courtesy of: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, the GIS User Community and/or Google Earth/Maps.

**FIGURE 4 ON-STREET PARKING RATE ZONES**

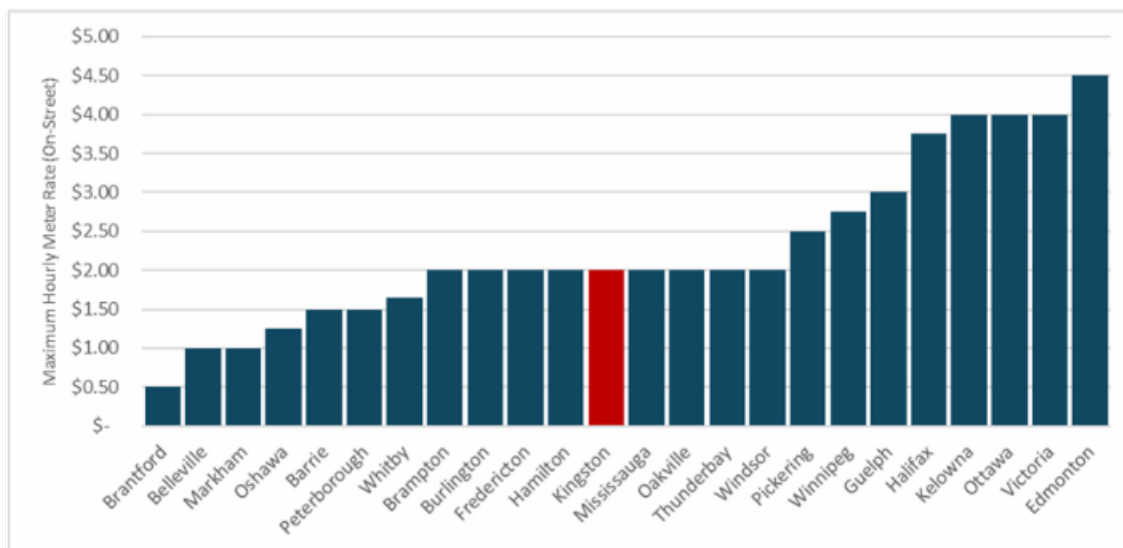
### 5.3 Municipal Parking Rate Review

BA Group has conducted a review of parking rates in comparable municipalities across Canada to inform potential recommendations within the funding scenarios discussed in **Section 8.0**. Comparing the City of Kingston’s rates with those of similar municipalities can identify differences in pricing strategies and help inform potential adjustments for the City of Kingston. A comparison of existing on-street and off-street hourly and monthly parking rates in other municipalities is provided in Appendix B.

#### Hourly On-Street Parking Rates

The City of Kingston’s on-street, hourly parking rates in high-demand areas are in the middle of the range when compared to other municipalities (as illustrated in **Figure 8**). Kingston’s \$2.00 hourly on-street parking rate is slightly below the average rate (~\$2.30 / hour) compared to other municipalities. Increases to on-street parking rates could be considered to encourage users to park in off-street facilities and help maintain greater availability of on-street parking.

Figure 8: Comparison of Maximum Hourly On-Street Rates

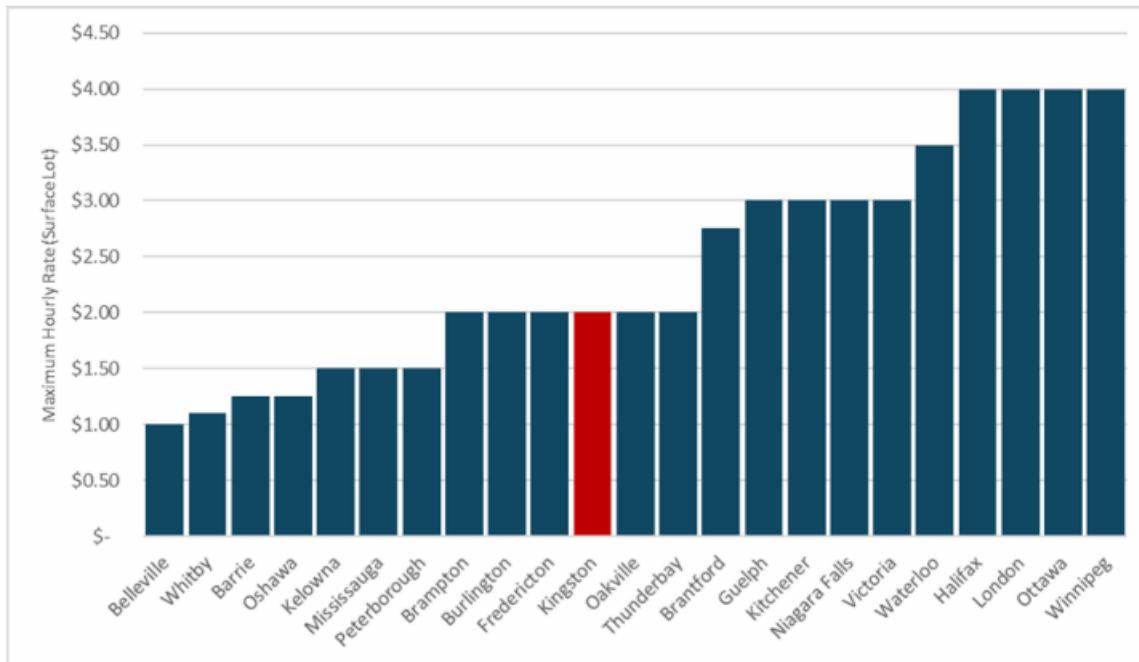


#### Hourly Surface Parking Lot Rates

The City of Kingston’s off-street (surface), hourly parking rates are below the average rate (~\$2.40 / hour) observed in other municipalities (as illustrated in Figure 9). Increases to the hourly surface parking lot rates could be considered, however, the surface parking lot rates should not exceed the on-street parking rates to help maintain greater availability of on-street parking.



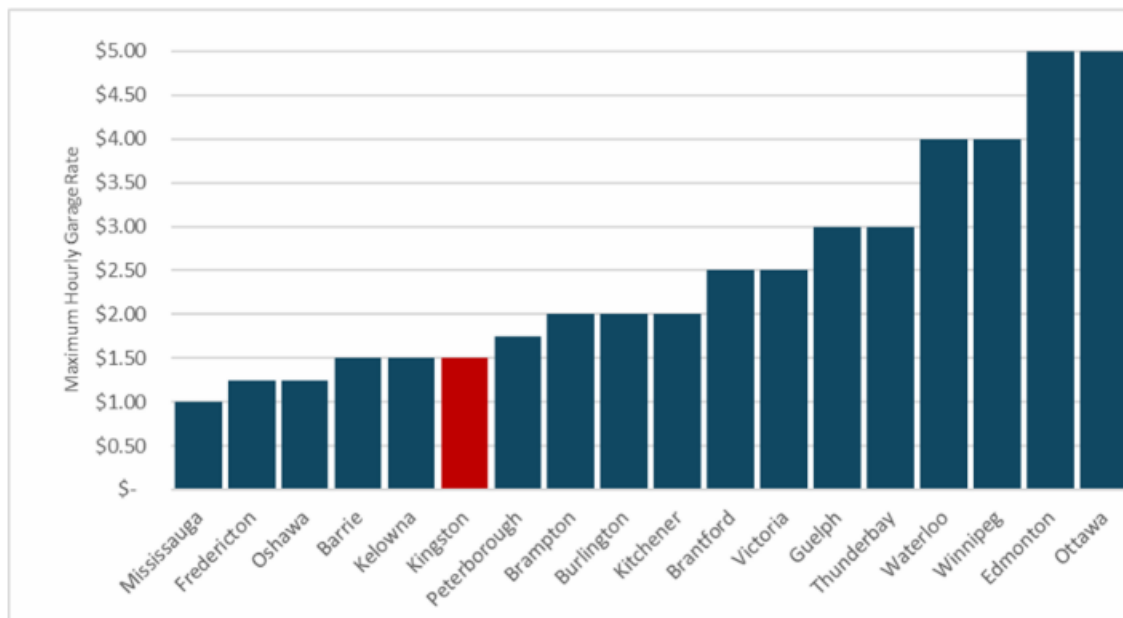
Figure 9: Comparison of Maximum Hourly Surface Parking Lot Rates



### Hourly Parking Garage Rates

The City of Kingston’s maximum hourly garage rate is relatively low in comparison to other municipalities (as illustrated in **Figure 10**). Increases to hourly parking garage rates could be considered as part of the City’s long-term financial parking strategy.

Figure 10: Comparison of Maximum Hourly Garage Rates



**Monthly Surface Parking Lot & Parking Garage Rates**

Kingston’s monthly surface parking and parking garage permit rates are within the range of other comparable municipalities (as illustrated in **Figure 11** and **Figure 12**) and above the cost of a monthly transit permit (\$80 per month). Additional increases could be considered as permit parking availability is limited throughout the Downtown area and to further incentivize users to find alternative commuting options.

Figure 11: Comparison of Maximum Monthly Surface Lot Parking Rates

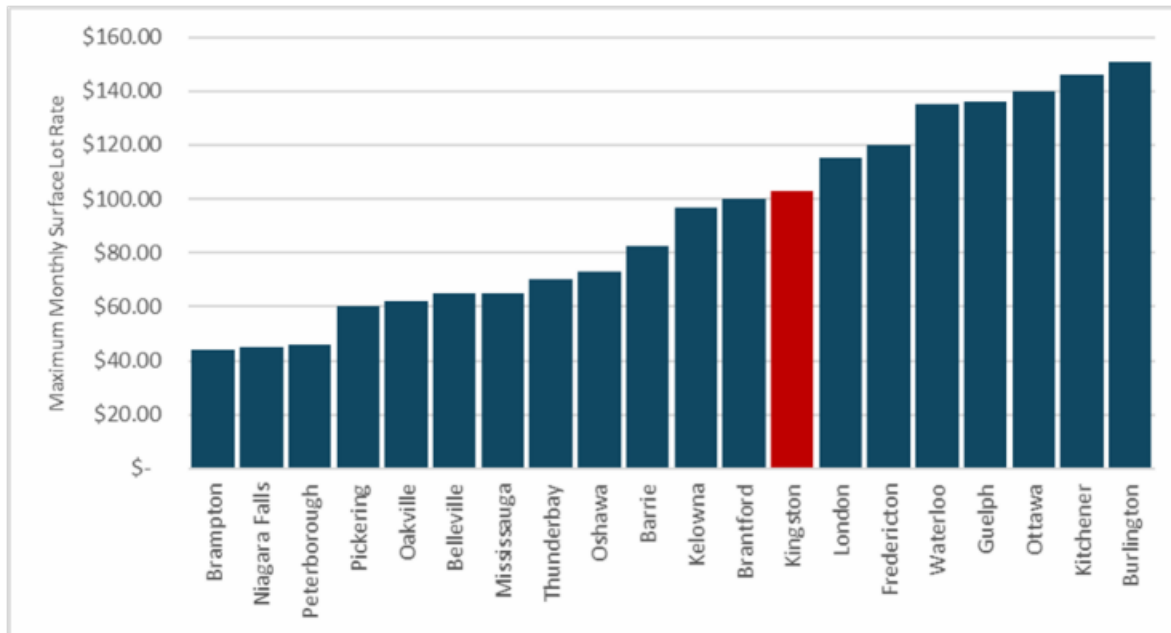
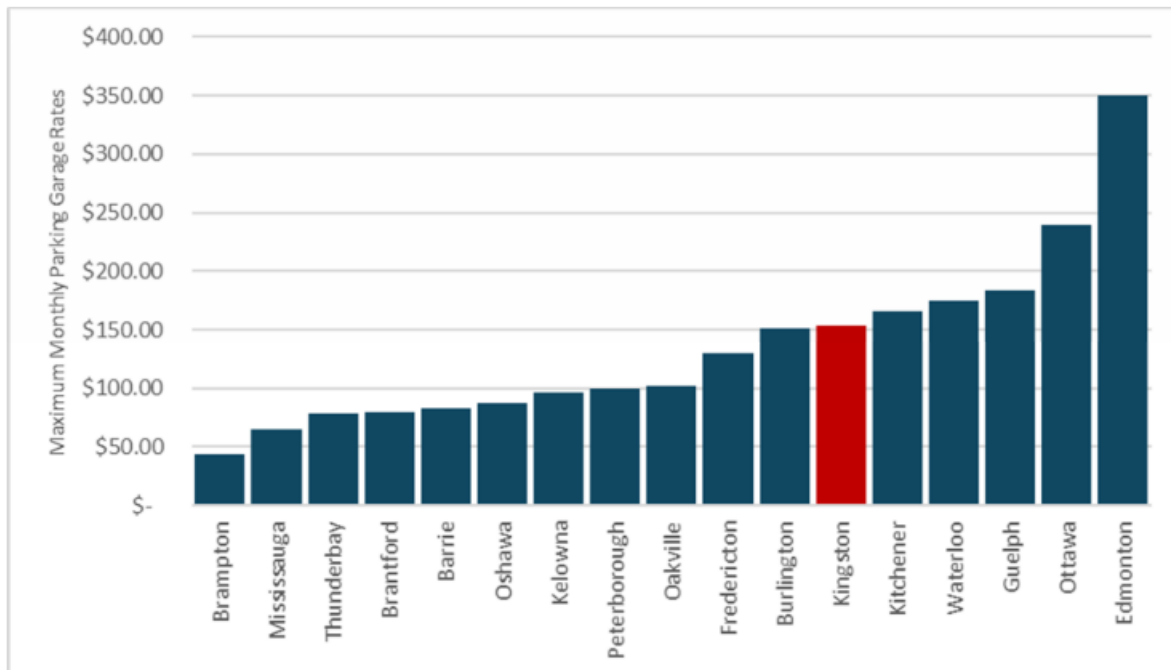


Figure 12: Comparison of Maximum Monthly Parking Garage Rates



## 6.0 EVENT PARKING

### 6.1 City of Kingston Parking Rates

The cost of parking increases when events are scheduled at the Slush Puppie Place. A flat rate for event parking, ranging from \$4 to \$6, is set in six of the municipal parking lots in proximity to the Slush Puppie Place. Parking rates increase as you get closer to the venue. A flat rate (\$3) is also applied in the evenings for the Chown Memorial and Hanson Memorial garages.

Event parking rates are not currently charged for on-street parking across the Downtown and parking is free as of 5:30pm Monday to Saturday (on-street parking is free all day on Sunday). Existing event parking rates are summarized in **Table 5** below.

**Table 5** City of Kingston Event Parking Rates

Parking Lot / Garage	Supply	Parking Rates (Flat Rate)
Chown	451 spaces	\$3 (evening flat rate)
Hanson	271 spaces	
Lower and Upper Robert Bruce	98 spaces	\$4
Springer Memorial Lot	61 spaces	
Anglin	227 spaces	\$5
Angrove	74 spaces	
Barrack	114 spaces	\$6
Frontenac	186 spaces	

Notes:

- Information is sourced the City of Kingston (<https://www.cityofkingston.ca/roads-parking-and-transportation/parking/>).

As discussed in Section 4.0, parking demands on an event evening are at or approaching capacity within the Downtown on-street and surface parking lot supply (96% and 89% occupied, respectively). There is significant capacity within the two largest Downtown parking garages (Chown and Hanson) during events that can accommodate additional demands on evenings.

Extending the hours of payment for on-street parking would allow the City of Kingston to charge for parking during events and help encourage people to park in lots and garages. Directing event attendees to off-street facilities could help minimize traffic within the Downtown on major event days by reducing the number of vehicles circling the area in search of parking.

### 6.2 Event Parking Review

A review of event parking fees in municipalities with event venues located within their downtown cores was conducted to compare them with the City of Kingston’s current approach and identify possible alternatives (see **Table 6**).

The comparison of event parking rates indicates that Kingston’s event rates are, on average, comparable to those in other municipalities. Simplifying event parking rates by introducing a flat rate in all surrounding lots could also be considered (rather than providing a range of rates in off-street lots).



Table 6 Event Parking Comparison

Municipality	Event Parking	
	Lots / Garages	On-Street
Kingston	Event parking rates are set in off-street lots (\$3 - \$6)	On-street parking is free in the evening.
London	Flat rates are set in municipal parking lots from 6pm to 12 am. Rates range from \$5 to \$8 around the Canada Life Place event centre. Event parking rates are set in private off-street lots (\$5 and \$10 depending on the event)	On-street parking is free in the evening (after 6pm).
St. Catharines	Regular special event parking fees are set between \$5 and \$10 depending on the lot (majority of lots at \$5). Dynamic pricing during events of significant scale can be set at \$20 and other lots managed by the City are subject to the special event parking fee depending on the location and scale of the event.	On-street parking is free in the evening (after 6pm) – 3 hour maximum stay.
Guelph	Flat rates are set in Downtown parkades (\$5.50)	On-street parking is free (2 hour maximum stay)
Oshawa	Flat rate set in proximate municipal lots (\$5).	On-street parking is free in the evening (after 6pm).





## 7.0 PARKING FINES

### 7.1 City of Kingston Parking Fines

Parking fines should be used to encourage compliance with parking regulations including duration of stay and payment of fees, but need not necessarily generate a significant revenue surplus compared to the cost of enforcement. Parking enforcement fines should be set at rates that are high enough to discourage people from attempting to avoid payment of the fee, considering their probability of getting a ticket. As parking rates increase, it is important to also increase fine rates to maintain a suitable deterrence value.

Stakeholder feedback supports increased parking fines to encourage compliance with paid parking requirements that will result in additional parking revenue.

While there are a number of different parking fines issued by the City of Kingston, there are three specific types of infractions that are directly linked to the parking rate review and financing model. Consistent with the recommendations set out in the 2016 Parking Rate Review, parking fines for “Failure to Display Parking Ticket” and “Parking at an Expired Meter” were increased in 2017. A summary of the early and set fines for each of these fine categories is provided in **Table 7**.

**Table 7** Parking Fine Types

Parking Fine	Early Payment (first 7 days)	Set Payment
Failing to display a parking receipt	\$20	\$25
Parking at expired meter	\$15	\$20
Parking in meter zone in excess of posted time limits	\$20	\$25

A review of fine revenues for 2023 and 2024 (YTD as of September 30) indicated that “failing to display a parking receipt” and “parking at an expired meter” represent approximately 47% and 12% of all fine revenues, respectively. Fine revenues for parking in meter zone in excess of posted time limits was negligible. Based on the foregoing, increases to “Failing to display a parking receipt” and “Parking at expired meter” fine amounts should be considered to encourage compliance.

### 7.2 Municipal Parking Fine Review

BA Group has conducted a review of parking fines in comparable municipalities to better understand the appropriateness of the City of Kingston’s current parking fine and help inform potential recommendations. A comparison of the three fines within the City of Kingston and other municipalities across Canada is summarized in **Table 8** and illustrated in **Figure 13**.



**Table 8**      **Parking Fine Comparison**

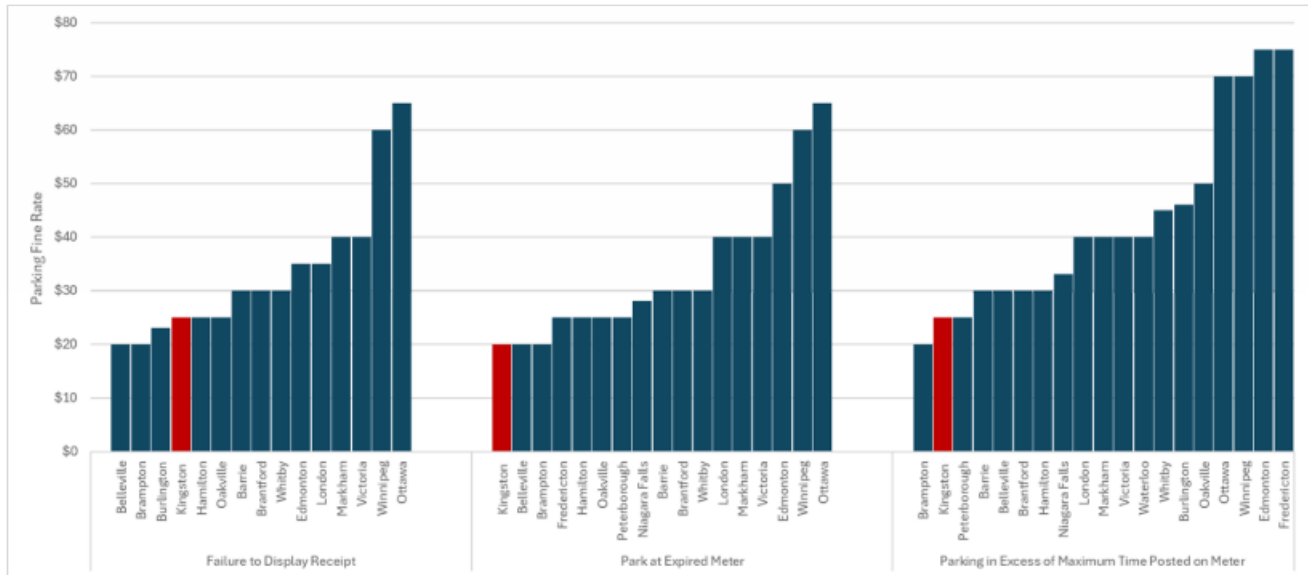
Municipality	Estimated Population	Fail to display receipt		Park at expired meter		Parking in meter zone in excess of posted time limit	
		Early Payment	Set Payment	Early Payment	Set Payment	Early Payment	Set Payment
Kingston	137,000	\$20	\$25	\$15	\$20	\$20	\$25
Barrie	148,000	\$20	\$30	\$20	\$30	\$20	\$30
Belleville	55,000	\$15	\$20	\$15	\$20	\$20	\$30
Brampton	656,000	-	\$20	-	\$20	-	\$30
Brantford	105,000	-	\$30	-	\$30	-	\$30
Burlington	187,000	-	\$23	-	-	-	\$46
Edmonton	1,011,000	-	\$35	-	\$50	-	\$75 (max)
Hamilton	569,000	-	\$25	-	\$25	-	\$30
London	422,000	-	\$35	-	\$40	-	\$40
Markham	339,000	-	\$40	-	\$40	-	\$40
Niagara Falls	94,000	-	-	-	\$28	-	\$33
Oakville	214,000	-	\$25	-	\$25	-	\$50
Ottawa	1,017,000	\$45	\$65	\$45	\$65	\$50	\$70
Peterborough	84,000	-	-	-	-	-	\$25
Victoria	92,000	-	\$40	-	\$40	-	\$40
Whitby	139,000	\$20	\$30	\$20	\$30	\$30	\$45
Winnipeg	750,000	\$30	\$60	\$30	\$60	\$35	\$70
<b>Average</b>		<b>\$26</b>	<b>\$35</b>	<b>\$26</b>	<b>\$36</b>	<b>\$31</b>	<b>\$43</b>

**Notes:**

1. Parking fine data was generally obtained from municipal websites and zoning by-laws as of November 2024. Parking fine data for Barrie and Whitby were obtained by contacting their by-law services phone lines in July 2024.



Figure 13: Comparison of Parking Fine Rates (set fines)



Notes:

1. Parking fine data was obtained from municipal websites and traffic and parking by-laws.

A review of parking fines in other Canadian municipalities indicates that fine rates in Kingston are below the average across other comparable municipalities. The parking fines observed in other municipalities are in some cases as much as double or triple what is currently being charged in Kingston.

Based on our review, existing parking fines should be adjusted to encourage compliance with parking regulations. It is proposed to increase all three voluntary and set parking fines by \$10 each. This recommendation is consistent with the fine increases currently proposed by the City of Kingston for 2025.

- “Failure to Display Parking Ticket” from \$20/25 to \$30/35
- “Parking at an Expired Meter” from \$15/20 to \$25/30.
- “Parking in meter zone in excess of posted time limit” from \$20/25 to \$30/35.

The proposed fine adjustments have been applied to all funding scenarios discussed in Section 8.0.



## 8.0 FINANCIAL MODEL

### 8.1 Existing Context

BA Group has worked with the City to develop high level estimates of future parking system revenues and costs over the long term. The financial assessment includes a review of full operating, capital repair and maintenance costs and new parking infrastructure development costs. A summary of the existing and projected parking system annual operating financials from 2023 to 2025 is provided in **Figure 14**.

Figure 14: Existing Parking System Financial Overview

<b>Parking System Revenues</b>	<b>2023</b>		<b>2024</b>		<b>2025</b>	
On-Street Parking - metered	-\$	2,652,096	-\$	2,689,547	-\$	2,771,890
On-Street Other	-\$	105,000	-\$	125,000	-\$	125,000
Parking Lots - metered	-\$	3,266,322	-\$	3,157,562	-\$	3,194,352
Monthly Permits - Lots & On-Street	-\$	971,381	-\$	1,000,618	-\$	993,128
Residential On-Street Permits	-\$	124,228	-\$	107,506	-\$	92,377
Fine Revenue	-\$	2,124,740	-\$	2,227,149	-\$	2,368,935
Misc.		(128,857)	-\$	132,489	-\$	86,878
<b>Total Revenue</b>	<b>-\$</b>	<b>9,372,624</b>	<b>-\$</b>	<b>9,439,871</b>	<b>-\$</b>	<b>9,632,560</b>
<b>Parking System Costs</b>						
Parking Ops & Admin	\$	3,123,800	\$	3,312,081	\$	3,462,886
Enforcement	\$	1,474,162	\$	1,591,623	\$	2,072,394
On-Street	\$	319,203	\$	331,500	\$	369,487
Off-street	\$	697,672		771,024		889,301
Municipal Taxes		735,575		728,894		747,028
BIA Levy		54,795	\$	56,713	\$	58,128
<b>Sub-total Cost</b>	<b>\$</b>	<b>6,405,207</b>	<b>\$</b>	<b>6,791,835</b>	<b>\$</b>	<b>7,599,225</b>
<b>Net Operating Revenue</b>	<b>-\$</b>	<b>2,967,417</b>	<b>-\$</b>	<b>2,648,036</b>	<b>-\$</b>	<b>2,033,335</b>
<b>Parking System Transfers</b>						
Environmental Reserve	\$	18,310	\$	-	\$	-
Rogers K-Rock Centre Reserve	\$	200,000		200,000		200,000
Transfer to others	\$	160,000		163,200		345,600
Parking-Transit Transfer						
<b>Total Parking System Transfers</b>	<b>\$</b>	<b>378,310</b>	<b>\$</b>	<b>363,200</b>	<b>\$</b>	<b>545,600</b>
<b>SubTotal Cost</b>	<b>\$</b>	<b>6,783,517</b>	<b>\$</b>	<b>7,155,035</b>	<b>\$</b>	<b>8,144,825</b>
<b>NET REVENUE (PRF Transfer)</b>	<b>-\$</b>	<b>2,589,107</b>	<b>-\$</b>	<b>2,284,836</b>	<b>-\$</b>	<b>1,487,735</b>



Revenues (2023) from parking lots and garages generate the largest source of revenue (35%), closely followed by on-street parking (28%). Monthly commuter parking generates 10% and fine revenue represents 23% of the total parking system revenue. These revenue splits were generally consistent with those observed in BA Group's last rate review in 2016. Approximately \$1,420,500 of the fine revenue collected (15% of the total parking system revenue) is specifically related to parking meter fines (i.e. failure to display pay and display receipt, park at expired meter or parking in excess of posted time limit), and it is assumed that only this portion of the parking fine revenue would be impacted by the increased parking fines discussed in this parking funding analysis.

## **8.2 Capital Expenditure and Financing**

A 15-year capital plan for Parking Services was supplied by the City of Kingston and anticipates a total capital expenditure of approximately \$80.7 million from 2025 to 2039, including expenditures for technology/communications, parking garages and surface lots, equipment, and planning/studies. The bulk of the capital budget over the 15-year period (\$73.3 million of the total \$80.7 million) is associated with the replacement of existing parking facilities and construction of new parking facilities. A significant portion of the capital expenditure is currently set to take place between 2027 and 2029, with a total of \$50.1 million over those three years.

Parking Services has a reserve fund that is intended to help pay for future capital expenditure. At the beginning of 2024, it is understood that the parking reserve fund had a balance of approximately \$12.3 million. Given the \$50.1 million capital expenditure that is currently anticipated for 2027-2029, the parking reserve fund will be unable to cover the capital costs and additional debt will be required to service the capital costs (or deferral of the capital costs would be required).

## **8.3 Base Scenario**

A base scenario has been developed that illustrates the long-term financial implications of maintaining the status quo rates, fines and hours of payment as well as planned expenditures, to understand the prospects for a self-funding parking system over the mid to long term. Potential financial shortfalls have been identified to understand the general order of magnitude changes in parking system revenues that may be required.

The following assumptions were made for the Base Case financial analysis:

- Maintain existing paid parking hours (generally between 9:30 am and 5:30 pm or 8:00 am to 5:00 pm Monday to Saturday).
- Maintain annual increase of 3% for monthly parking permits.
- Maintain existing hourly/daily parking rates and parking fines.
- Capital cost allowances in 2027 (totalling \$14.3 million) for the development of structured parking associated with the proposed conference centre (replacing the Frontenac surface parking lot) and for parking at a proposed pool complex.
- Lump sum capital costs in 2029 (totalling \$27 million) in the North Block for the development of new supply. Based on the City's capital forecast, approximately \$20 million will be financed to build this facility.
- Debt payments of approximately \$1.38M annually to finance borrowing \$20M for a parking structure in the North Block area to replace surface parking spaces on lots that are being redeveloped (King / Queen and Drury lots).

The financial model includes parking system revenues, costs (with an inflationary factor of 2.5 to 3%, depending on expense type) and transfers, which in turn determined the projected annual transfer to the Parking Reserve Fund. The City's 15 year capital plan expenditures have also been incorporated into the model and are estimated to total approximately \$35.9 million and include on-going equipment replacement, technology/ communication upgrades, as well as capital repair and replacement for existing garage/parking lots.



**Figure 15** illustrates projected lump sum cash capital expenditures between 2025 and 2038 but excludes the annual debt service payments for the new garages mentioned above. As noted in Section 8.2, there is a significant amount of expenditure accounted for within the 15-year capital plan.

Figure 15: 15 Year Capital Plan Expenditures

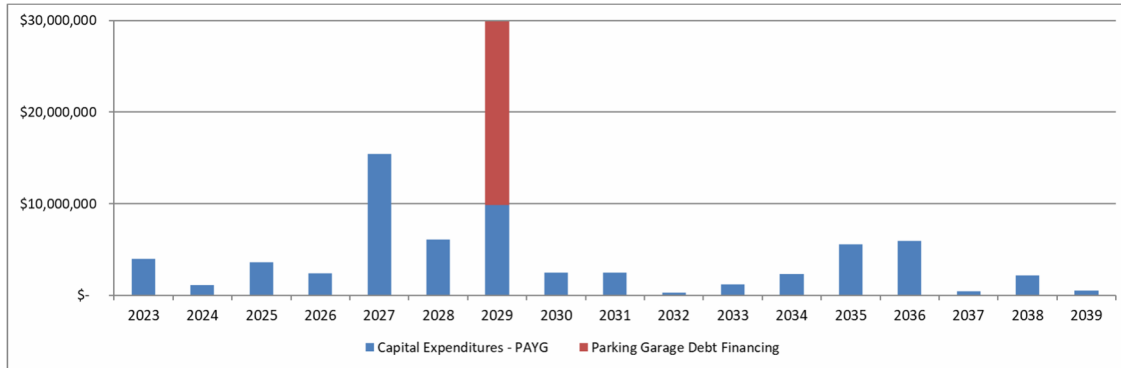
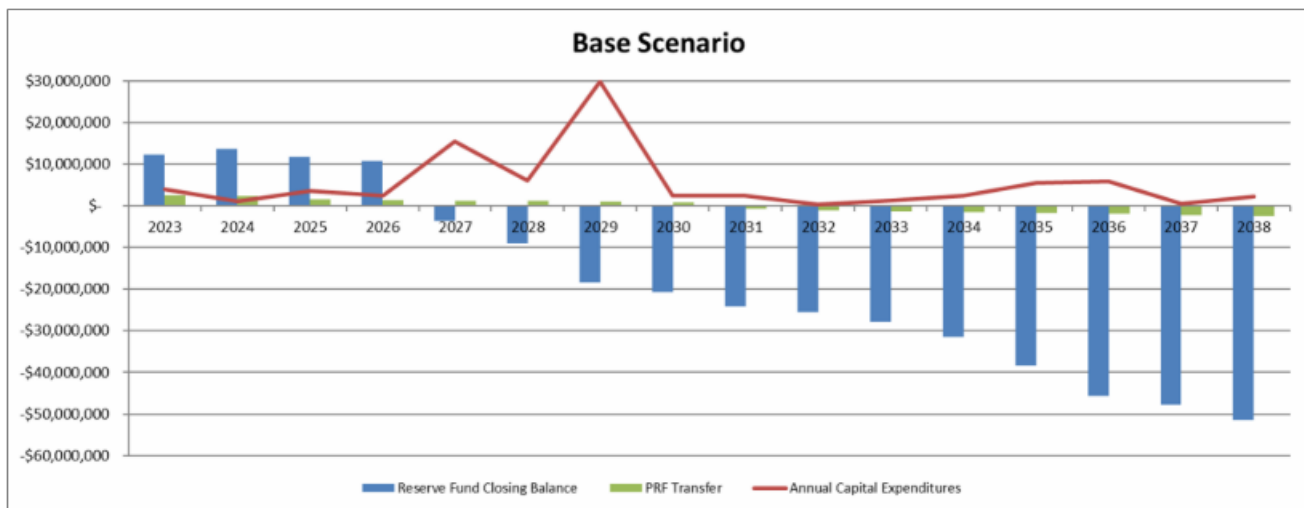


Figure 16 illustrates the parking reserve fund annual closing balance until 2038 if parking pricing and capital expenditures remain unchanged. Under this condition it is estimated that the parking reserve fund will begin to run a deficit in 2027 and would reach a negative balance of over \$50 million by 2038. This is clearly an unsustainable financial situation that will require additional revenue (or decreased capital spending) to remedy.

Figure 16: Base Scenario: Maintain Existing Parking Pricing and Capital Plan Expenditures



## 8.4 Alternative Funding Scenarios

Given that the current capital expenditures and financing results in a significant deficit, alternative funding scenarios were developed taking into account the following financial objectives:

1. The Council mandate that the municipal parking operation should be financially self-sustaining from an operational and life cycle cost perspective with surplus revenue being placed in a reserve fund to in order to ensure that sufficient funds are available to finance substantial garage repair, restoration and safety improvements over time, and construction of new supply.
2. Avoid a deficit in the Parking Reserve Fund (PRF).
3. Build a balance in the parking reserve fund to support the increased maintenance costs of the aging parking infrastructure and to support the long-term financing of new parking structures.
4. Annual parking reserve fund transfers should be approximately \$3.0 million dollars, consistent with transfer levels in recent years.

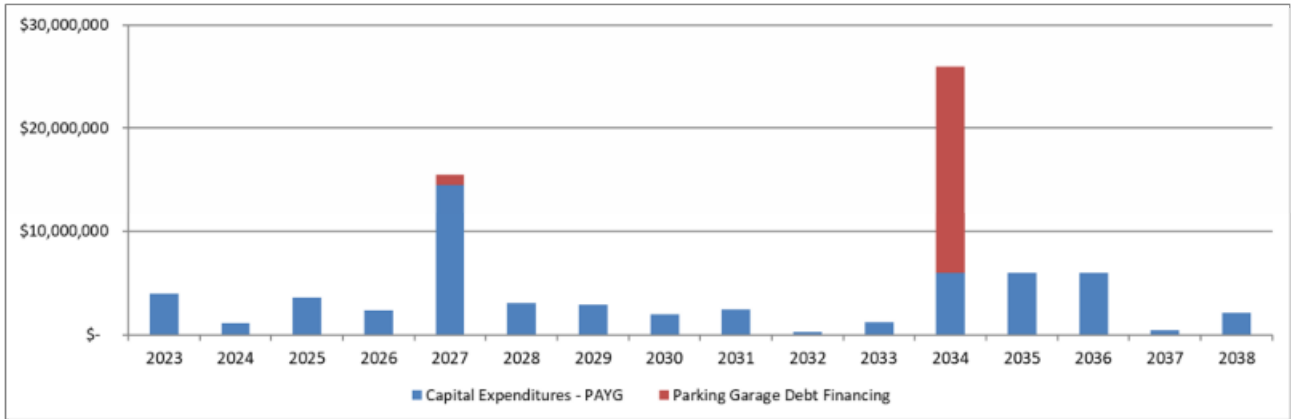
The following sections outline two funding scenarios that have been considered across the study area to meet the City's financial objectives. Each scenario assesses the different implications of maintaining/extending hours of payment, higher/lower paid parking rates and changes to event parking. Both scenarios include the following assumptions:

- Increase voluntary and set parking fines (Failure to Display Parking Ticket, Parking at an Expired Meter and Parking in meter zone in excess of posted time limit) in 2026 by \$10.
- Additional financing (\$1M) is required in 2027 to support the development of the Conference Centre and Pool Complex parking garages.
- A delay in the planned parking structure debt financing is necessary to maintain a positive balance in the parking reserve fund, shifting the construction of the structure from 2029 to 2034.
- The capital cost allocated for the potential future North Block parking garage (\$30.5M in 2034) has been reduced, assuming that the planned \$6.4M capital expenditure in 2027 for the Conference Centre parking garage (replacement of the Frontenac Lot) represents part of the capital funding for the North Block.
- Hourly cost for on-street parking in high demand areas should be equal to or more than the hourly cost in parking lots and garages.

The adjusted 15 Capital Plan expenditures is illustrated on **Figure 17**. These scenarios have been created to provide a range of potential outcomes, and there is flexibility in the approach to rate increases, subject to the City of Kingston's preference to maintain or further delay planned capital investments.



Figure 17: Adjusted 15 Year Capital Plan Expenditures





8.4.1 Scenario 1

The first scenario maintains existing hours of paid parking (on and off-street) but increases on and off-street hourly parking rates, parking fines and event parking rates.

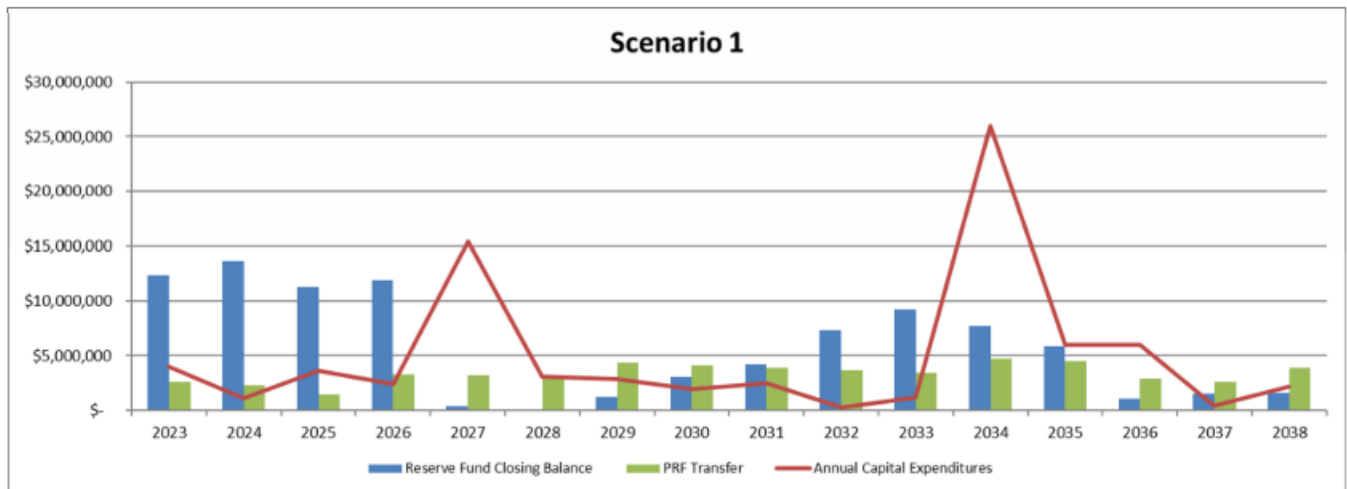
**Figure 18** illustrates the potential financial outlook associated with the following assumptions:

- Maintain existing paid parking hours (generally between 9:30 am and 5:30 pm or 8:00 am to 5:00 pm Monday to Saturday).
- Increase hourly on-street, parking lot and garage rates across the study area by \$0.50 in 2026 and subsequent increases in 2029, 2034 and 2038.
- Increase event parking rates by \$1.00 starting in 2026

Key elements of this scenario:

- Maintain higher parking rates for on-street parking in the High demand areas (Downtown and KGH / Queen’s) to encourage people to park in surface lots and garages (consistent with stakeholder feedback).
- On-street parking rate increases in the low demand areas (periphery of Downtown and Williamsville) are consistent with rate increases in parking lots and garage rates in the Downtown.
- Maintaining existing hours of paid parking requires higher increases to paid parking rates.

Figure 18: Funding Scenario 1: Increased Hourly Parking Rates



As illustrated in Figure 18, the rate and fine changes described above would maintain a positive balance in the parking reserve fund with a closing balance of approximately \$1.6 million in 2038. This would also result in an annual contribution to the reserve fund of approximately \$3.9 million in 2038.

8.4.2 Scenario 2

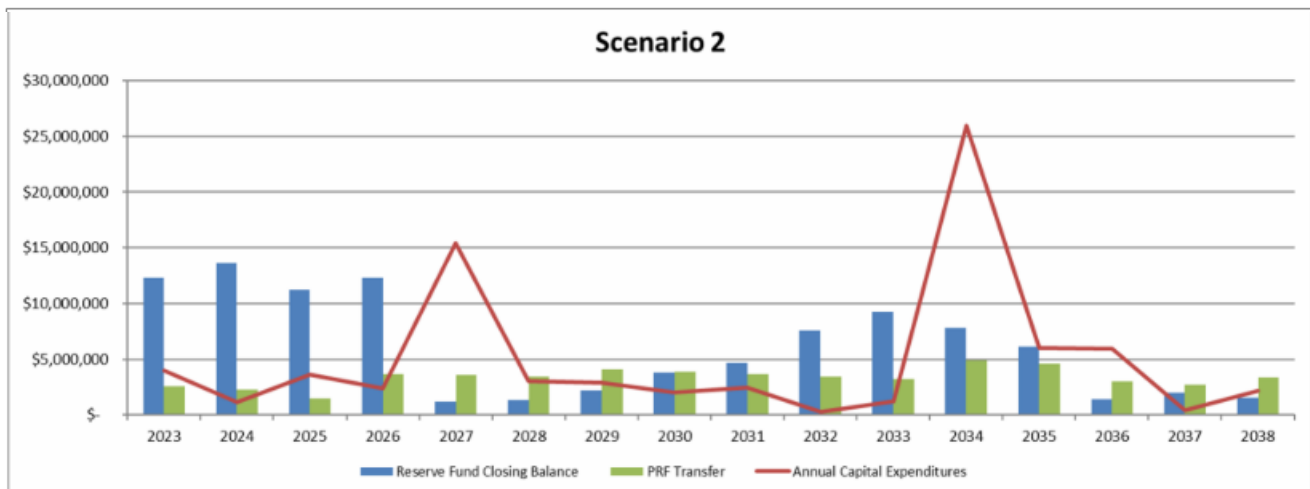
The second scenario contemplates extending hours of paid parking (on and off-street) and increasing on and off-street hourly parking rates and parking fines. The three hours of extended paid parking generates sufficient additional revenue to allow the hourly rate increases, required to meet the parking system financial sustainability objectives, to be reduced (compared to Scenario 1). **Figure 19** illustrates the potential financial outlook associated with the following assumptions:

- Extend on-street paid parking hours by 3 additional hours in the evening in high demand zones (Zones 1, 2, 4, 9 and 10) and off-street parking lots starting in 2026. Revenues are based on 2025 budget projections and factored for the extended payment time assuming an average occupancy of approximately 35%<sup>1</sup> across the three additional hours Monday to Saturday.
- Increase hourly on-street, parking lot and garage rates across the study area by \$0.25 in 2026, 2029 and 2038 and by \$0.50 in 2034.
- Increase event parking rates by \$1.00 starting in 2026.

Key elements of this scenario:

- Higher parking rates for on-street parking in high demand areas to encourage people to park in surface lots and garages (consistent with stakeholder feedback).
- On-street parking rate increases in the low demand areas (periphery of Downtown and Williamsville) are consistent with rate increases in parking lots and garage rates in the Downtown.
- Extended hours of payment would more equitably disperse parking costs on patrons across the study area and would also enable to City to charge for on-street parking during events. This would allow the adoption of more gradual hourly rate increases (majority of rate increases by \$0.25 / hour rather than \$0.50 / hour).
- Extended hours of payment would allow the City to charge for on-street parking during weekday evening events and help encourage people to park in lots and garages (rather than circulating the area looking for free on-street parking).

Figure 19: Funding Scenario 2: Extended Hours of Payment



<sup>1</sup> Average occupancy rate was based on parking demand data collected by BA Group in June 2024.

As illustrated in Figure 19, the rate and fine changes described above would maintain a positive balance in the parking reserve fund with a closing balance of approximately \$1.5 million in 2038. This would also result in an annual contribution to the reserve fund of approximately \$3.4 million in 2038.

### 8.4.3 Funding Scenario Summary

Two funding scenarios have been considered across the study area to meet the City's financial objectives. Each scenario assesses the different implications of maintaining/extending hours of payment, higher/lower increases to paid parking rates and changes to event parking. An overview of the differences between the scenarios is provided in **Table 9**.

**Table 9 Alternative Funding Scenario Comparison**

	Base Scenario	Scenario 1	Scenario 2
Hourly Parking Rates	No Change	Higher hourly rate increases starting in 2026 (+\$0.50 in 2026, 2029, 2034 and 2038)	Lower hourly rate increases starting in 2026 (+\$0.25 in 2026, 2029 and 2038 & +0.50 in 2034)
Hours of Payment	No Change	No Change	Extend on and off-Street hours of paid parking in 2026 (+3 Hours)
Event Parking	No Change	Increase Event Parking Rates in 2026 (by \$1.00)	Event parking replaced by extended hours of paid parking
Parking Fines	No Change	Increase parking fines by \$10 in 2026	Increase parking fines by \$10 in 2026
Debt Financing	Borrow \$20M in 2029	Borrow \$1M in 2027 and \$20M in 2034	Borrow \$1M in 2027 and \$20M in 2034
<b>Parking Reserve Fund Balance – 2038</b>	<b>-\$51.5M</b>	<b>+\$1.6M</b>	<b>+\$1.5 M</b>
<b>Annual Reserve Fund Transfer – 2038</b>	<b>-\$2.5M</b>	<b>+\$3.9 M</b>	<b>+\$3.4 M</b>



## 9.0 ACCESSIBLE PARKING

### 9.1 Existing Context

#### 9.1.1 Accessible Parking Requirements

The provincial Accessibility for Ontarians with Disabilities Act (AODA) includes accessibility standards for accessible parking spaces within parking facilities (summarized in **Table 10**). The requirements set out in the City of Kingston’s Zoning By-law 2022-62 are consistent with the AODA. Accessible parking space requirements are calculated based on the parking supply within a lot, and provide for two types of parking spaces for the use of persons with disabilities.

**Table 10** Accessible Parking Requirement (AODA)

Parking Supply Range	Accessible Parking Supply Requirement
1 – 12 spaces	1 space
13-100 spaces	4% of supply
101-200 spaces	1 space + 3% of supply
201-1,000 spaces	2 spaces + 2% of supply
+1,000 spaces	11 spaces + 1% of supply

#### 9.1.2 Stakeholder Comments on Accessible Parking

Public consultation was undertaken with multiple key stakeholders in June 2024 to inform and guide this study (see **Section 2.1**). Consultation included meetings with City of Kingston staff as well as the Equity, Diversity, and Inclusion Advisory Committee and the Municipal Accessibility Advisory Committee, among other groups. An overview of the comments received during this meeting, related specifically to accessible parking, are summarized below:

- On-street parking can be desirable for proximity to stores and restaurants but there can be challenges related to accessing the destination from the vehicle (e.g., curbs, traffic, winter conditions, other obstructions).
- Some users prefer off-street accessible parking for easier functionality. Covered parking would also be generally preferred (subject to distance to destination).
- During events, some parking spaces near the Slush Puppie Place are turned into designated accessible spaces (by changing the regulatory signs) to increase supply.

#### 9.1.3 Accessible Parking Supply

Accessible parking spaces are available on-street and off-street within the study area. The following **Table 11** provides a breakdown of the total and accessible parking supply by parking type. As municipal parking lots undergo repairs or updates, the City of Kingston will add accessible parking, as required. For on-street accessible parking, the City has made it possible for users to search for and pay for spaces using the Honk mobile app.



**Table 11 Accessible Parking Supply**

Parking Type	Total Parking Supply <sup>12</sup>	Accessible Parking Supply
On-Street	1,879 spaces	63 spaces (3.4% of total)
Surface Parking Lot	1,651 spaces	57 spaces (3.5% of total)
Parking Garage <sup>3</sup>	799 spaces	34 spaces (4.3% of total)
<b>Total</b>	<b>4,329 spaces</b>	<b>154 spaces (3.6% of total)</b>

Notes:

1. Parking supply based on BA Group’s June 2024 parking surveys and information provided by the City of Kingston, October 18, 2024.
2. The total parking supply includes the total number of accessible parking spaces.
3. Parking garages includes the Chown Memorial Garage, Hanson Memorial Garage and Market Square Hotel Garage.

### 9.1.4 Accessible Parking Utilization

Parking utilization data, collected as part of BA Group’s 2024 North Block Parking Review (see Section 4.1), was reviewed to understand the demands for accessible parking in the Downtown. A summary of the peak accessible parking utilization observed on a typical weekday and weekend (both daytime and evening) and an evening event is provided in **Table 12**.

**Table 12 Downtown Study Area Accessible Parking Utilization (2024)**

Parking Type <sup>1</sup>	Total Accessible Supply	Peak Parking Utilization					
		Weekday			Weekend		Event
		Daytime Thursday, 11:00am	Daytime Tuesday, 2:00pm	Evening Thursday, 7:00pm	Daytime Saturday, 1:00pm 3:00pm	Evening Saturday, 7:00pm 9:00pm	Evening Tuesday, 7:00pm 9:00pm
<b>On-Street</b>	11	2 (18%)	1 (10%)	7 (64%)	2 (18%)	3 (36%)	8 (73%)
<b>Surface Parking Lot</b>	29	13 (45%)	9 (31%)	13 (45%)	9 (31%)	4 (14%)	27 (93%)
<b>Total</b>	<b>40</b>	<b>15 (38%)</b>	<b>10 (25%)</b>	<b>20 (50%)</b>	<b>11 (28%)</b>	<b>7 (18%)</b>	<b>35 (88%)</b>

Notes:

1. Parking utilization counts were not undertaken by BA Group in the Chown or Hanson parking garages.

The peak observed accessible parking utilization occurred during the weekday evening (50% of accessible parking supply). Outside of weekday evenings, parking utilization of accessible spaces is lower (18% to 38% of the accessible parking supply).

Accessible parking utilization is approaching capacity during events (93% of available supply in off-street parking facilities and 73% of available on-street parking supply). The accessible parking supply within the Frontenac Lot (20 spaces), adjacent to the Slush Puppie Place, was fully occupied during events but only 25% to 50% occupied during other periods. In order to help manage accessible parking demands during events, the City of Kingston reserves the on-street parking along King Street and Barrack Street, adjacent to the event centre, for accessible parking (~ 16 spaces).

A more detailed review of individual parking lots indicates that additional accessible parking could be considered within the Ontario Brock Lot (one space was occupied relatively consistently throughout the survey periods across all days).

Additionally, the majority of on-street accessible spaces along Princess Street and Queen Street were largely occupied throughout the survey period.

In summary, accessible parking utilization on a typical (non-event) day is well below capacity across the entire Downtown parking area. However, there may be localized areas where additional supply could be warranted, and the City of Kingston should continue to monitor demands over time.

Accessible parking utilization during events is approaching capacity (and at capacity in the Frontenac Lot) and additional supply could be designated within the North Block during events to increase accessible parking supply near Slush Puppie Place.

## 9.2 Municipal Accessible Parking Payment Review

The City of Kingston currently requires payment for accessible parking within on-street and off-street municipal parking facilities. Accessible parking rates are set at \$1.50 per hour across the study area (with the exception of the Ontario Brock Lot) which is at or below the hourly rate for a standard parking space (hourly rates range from \$1.50 to \$2.00). A review of accessible parking fees and regulations among similar municipalities was undertaken to better understand existing policies and approaches to accessible parking (see **Table 13**) in other jurisdictions.

**Table 13** Accessible Parking Comparison

Municipality	Accessible Parking Fee	Paid Parking		Additional Regulations
		Yes	No	
Kingston	Payment is required in paid parking areas.	✓		--
Barrie	Free in all municipal parking locations, but are required to abide by applicable time limits.		×	--
Belleville	Free in all City-owned lots and on-street spaces.		×	--
Brampton	Free on-street during regular hours.		×	--
Brantford	Free for 24 hours in any municipal surface pay parking lot.		×	--
Burlington	Free parking in City-owned lots and garages.		×	--
Edmonton	2 hours of free parking at all on-street EPark (i.e., City-owned and operated) zones.		×	--
Halifax	Payment is required in paid parking areas.	✓		--
Hamilton	Free on-street parking for 3 hours except during AM/PM rush hours. Free parking in City-owned lots.		×	Vehicles with an Accessible Parking Permit are exempt from time limits (up to 12 hours).
Kelowna	Permit holders may park at no charge in City-owned parking lots or in on-street, accessible permit parking stalls (excluding reserved stalls).		×	Posted time restrictions (two hours max) don't apply to permit holders.
London	Free on-street parking for up the time limit of the meter as posted and free parking in Municipal off-street lots (for a maximum of 2 free hours).		×	--



Mississauga	Free metered on-street parking.		×	--
Niagara Falls	Free for a maximum of 2 hours.		×	--
Oakville	Drivers with an Accessible Parking Permit are required to pay for parking.	✓		--
Ottawa	Free parking at pay and display machines.		×	Time limits are extended to 4 hours, vehicles may be parked in “no parking” zones, passengers can be dropped off in “no stopping” and loading zones (does not apply to off-street lots).
Oshawa	Free parking at meters on-street (up to the posted time limit) and pay and display machines in municipal lots (up to 24 hours).		×	Vehicles with an Accessible Parking Permit may generally park for 4 hours in 3-hour zones.
Peterborough	Parking fees must be paid by all users.	✓		--
Victoria	Free up to 1 hour on-street <sup>2</sup> and in municipal parkades.		×	--
Waterloo	Free in municipal lots, except the Uptown Parkade. Time limits still apply.		×	--
Whitby	Free parking in municipal lots and on-street meters.		×	--
Windsor	Free parking in municipal surface lots. Paid parking on-street.	✓	×	--
Winnipeg	Parking is offered on a pay-as-you-go basis.	✓		Time limits increased to 4 hours.

Notes:

1. Accessible parking information data was generally obtained from municipal websites as of November 2024.
2. Free up to 1 hour except at 20-minute meters and designated accessible parking spaces.

As shown above, a number of municipalities do provide some form of free accessible parking within a given time period. In some cases, this has been done to address physical barriers that make it difficult for some individuals to pay at traditional parking meters. Given that the City of Kingston has modernized its parking payment system by adopting mobile apps, physical payment at parking meters is not necessary, making it easier for all user groups to pay for parking.



## 10.0 PARKING MANAGEMENT

### 10.1 Tour Bus Parking

#### 10.1.1 Existing Context

The City of Kingston has designated on-street parking within several locations across the Downtown (see **Figure 20**). The spaces are generally reserved for tour bus parking from May to November with the majority being converted back to on-street pay and display parking outside this period. In 2024, all tour bus parking spaces were exempt from on-street parking fees, following a request from Tourism Kingston. This decision aimed to support the tourism industry and facilitate easier access for tour buses in the area.

#### 10.1.2 Comparable Municipality Review

BA Group has conducted a review of tour bus parking provisions and fees in comparable municipalities to better understand the appropriateness of the City of Kingston's current parking management as it relates to tour bus parking.

The City of Ottawa provides a limited amount of free, on-street tour bus parking on select roadways just outside of the downtown core. The majority of tour bus parking is available as paid on-street parking at a rate of \$1.50 per 20 minutes or for a period of 24 hours with the purchase of a \$30 permit, also for parking located outside of the downtown core. Tour bus pick-up and drop-off (PUDO) areas are provided in more central, downtown areas, wherein some areas restrict PUDO activity during the weekday morning and afternoon peak periods.

Similarly, in the City of Vancouver, tour buses must pay for on-street parking. Generally, tour buses may park on-street wherever metered parking is available, however, they must pay the full price for all the spaces that the bus occupies. In addition, numerous tour bus PUDO / loading zones throughout the downtown core and waterfront areas are available for the sole use of tour buses, however, loading zones, passenger zones, and 'no parking anytime' zones (5-minute limit) may also be used if available. To access the Canada Place Tour Bus Only Zone, primarily used to serve the cruise ship terminal during peak tourism season (May to October), a permit is required for a daily cost of \$25 or a seasonal permit for \$2000.

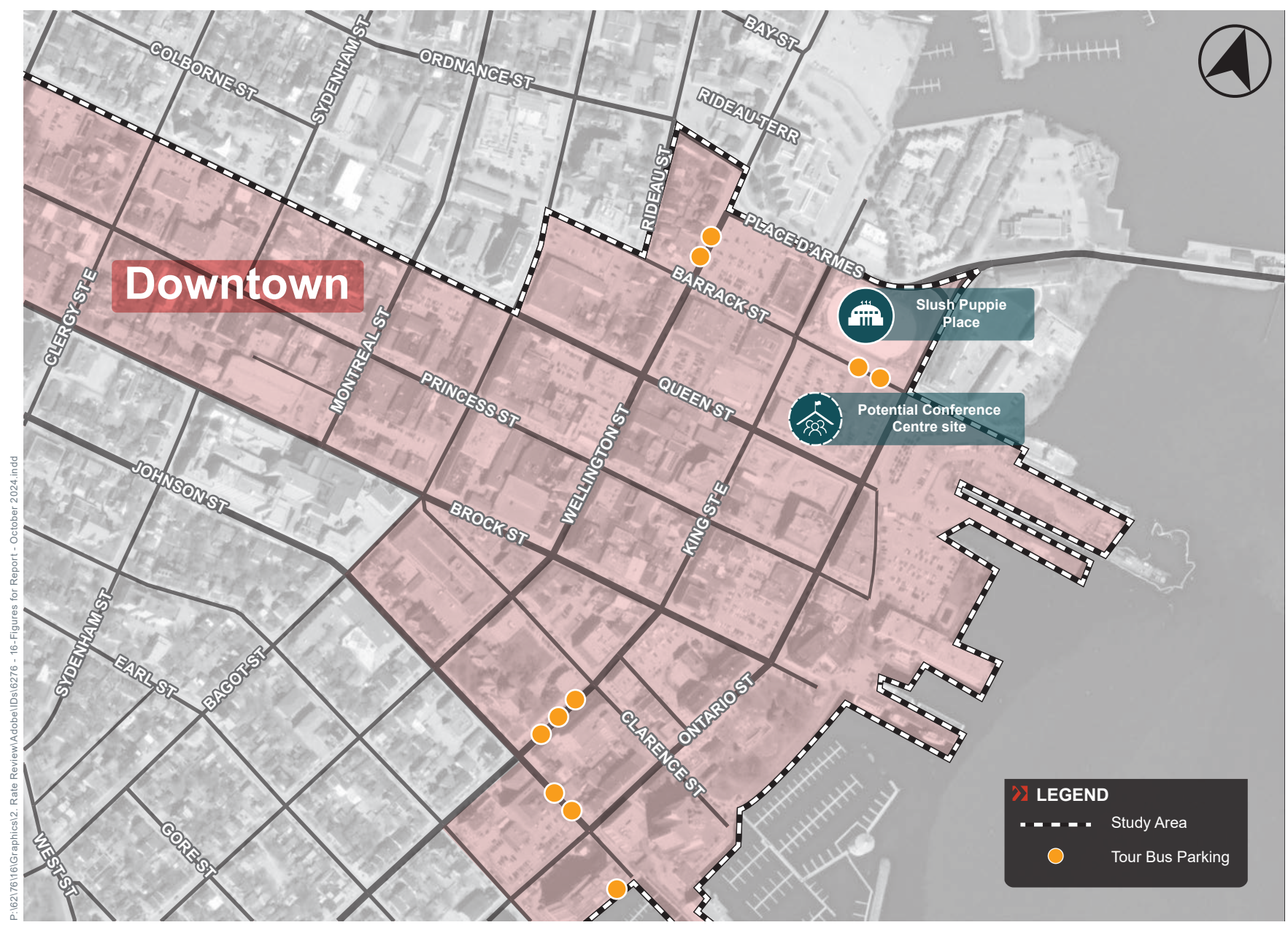
The Town of Banff has also established time-sensitive loading zones for tour buses, adjacent to hotels and tourist destinations, prohibiting tour bus parking on most streets. Banff offers 15-minute loading zones adjacent to most hotels, and 2-hour bus parking is available behind the Mount Royal Hotel located in central Banff.

The City of Toronto provides free tour bus parking in their downtown core. The City has designated approximately 40 parking spaces for exclusive use by buses in the downtown core, the Central Business District. Depending on the location, maximum parking duration for buses may range from a maximum of 1 hour up to a maximum of 24 hours, free of charge.

Municipalities have adopted different approaches to managing tour bus parking, from free parking options to paid and time-sensitive parking. Kingston's current approach to offering free tour bus parking within its Downtown results in a loss of revenue to the parking system because those spaces would otherwise generate paid on-street parking revenue. Consideration could be given to providing short-term bus zones and additional tour bus parking outside the core. This could minimize the number of tour bus parking spaces required in the Downtown and minimize the loss of on-street parking revenues.







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Aerial maps provided courtesy of: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, the GIS User Community and/or Google Earth/Maps.

**FIGURE 5 TOUR BUS PARKING AREAS**

## 10.2 Cashless Parking

In general, the parking industry (as with many other economic sectors) is seeing an overall decrease in the use of cash as a means of payment, given the popularity of older forms of cashless payments (Interac and credit card) as well as popularity of payment via mobile apps and mobile phone payments. In the move to cashless payments, barriers are often cited with respect to payment that requires an individual to have a credit card or an app. Ensuring that debit card payment and other methods of payment are also available can provide one means of addressing that concern.

The City of Kingston has over the last number of years moved towards implementation of various options for paying for parking, including use of the Honk app for off-street parking lots and for accessible on-street spaces, and future use is being enabled for all on-street paid parking. The Honk system also allows payment to be made without downloading the app, by scanning a QR code to pay via a webpage. Furthermore, the City's recently upgraded pay and display machines and single space meters accept cash and physical cards, as well as contactless payment options (tap option) that allow use of credit and debit cards by tapping, along with methods that use a mobile phone such as Apple Pay and Google Pay.

Moving toward a cashless parking system will save costs related to coin handling, reduce the potential for theft or loss, and address a security issue for staff collecting cash from meters.

Cashless parking is becoming common in some contexts, for example at Pearson Airport in Toronto, but fully cashless parking is not yet well established in municipal parking in Ontario. One of the key supporting measures for cashless parking is mobile enforcement, which can connect to the cashless payment system to determine if a car parked in a paid parking area has paid the appropriate amount. In the case of the City of Kingston, the City is purchasing a vehicle equipped with a licence plate recognition (LPR) enforcement system in 2025, which will enable the City to have suitable technology in place to support a move to cashless parking in the future.

To account for some individuals who need to pay for parking by cash, it is recommended that some ability to accept cash be maintained at lots and garages. For on-street parking, the ability to pay by cash should be planned for on the basis that cash payment can be accommodated in at least one location per block face wherever on-street paid parking is available in downtown Kingston.

## 10.3 POA to AMPS

In the City of Kingston, fines for parking offences are managed as a Provincial Offences Act (POA) process. Historically, the POA system had been the only authority for municipal parking fines in Ontario, but legislation was introduced in 2007 to allow Ontario municipalities to introduce an alternative enforcement structure that replaces the POA fine enforcement process and includes a dispute process.

An Administrative Monetary Penalty System (AMPS) or an Administrative Penalty System (APS) allows municipalities to create a dispute resolution authority (municipality-controlled) for adjudication of certain infractions, including parking by-law infractions. The AMPS system allows a municipality to impose a penalty (payable to the municipality) for a matter that would have otherwise been a matter under the POA, and avoids the need for violations to be processed by Provincial Courts.

An AMPS system was implemented in 2020 in Kingston through By-law 2020-69 (the Administrative Penalty Process By-Law), and AMPS is now used for a variety of by-law infractions, e.g. noise, property standards, solid waste management, animal control – but not parking.

The list of Ontario municipalities using AMPS for parking enforcement is growing, with Cambridge, Halton Hills, Peterborough, Aurora, Cobourg, Brampton, Toronto, Windsor, Oakville, London, Waterloo, Prince Edward County, Hamilton on the list, and others, including Ottawa implementing AMPS in 2025.



Based on findings from other municipalities, the benefits of adopting an AMPS system for parking infractions are expected to include a faster resolution of disputes, fewer disputes, and increased public satisfaction. It is also expected that the costs of the AMPS system for parking enforcement could be funded by ticket revenues. Given that the City of Kingston already has the AMPS by-law and process in place for other infractions, there would be some efficiencies in extending the system to include parking as compared to setting up an AMPS system from scratch.

In the Ottawa proposal to move to an AMPS system, the cost of processing and managing parking tickets was estimated at approximately 24% lower in an AMPS environment than under the POA environment. It is anticipated that Kingston could also expect a reduction in administrative costs as a result of moving to an AMPS system for parking enforcement.



## 11.0 CONCLUSIONS AND RECOMMENDATIONS

1. BA Group is retained by the City of Kingston to develop a parking pricing framework that will enable the City to continue to operate, maintain and enhance the municipal parking system over the long-term on a financially sustainable basis while supporting the City's parking management principles. The study area includes all paid municipal parking in the Downtown, Queen's University, Kingston General Hospital, and Williamsville areas.
2. In 2016, BA Group conducted a parking rate review for all municipal paid parking in the Downtown, Queen's University, Kingston General Hospital, and the Williamsville areas. Key findings indicated that if parking pricing remained unchanged, the parking reserve fund would begin to run a deficit in 2022 and reach a negative balance of over \$35 million by 2030.

Alternative funding options were reviewed, taking into account City of Kingston and stakeholder feedback, and a preferred option was selected in 2016 that maintained existing hours of paid parking (on and off-street) but increased on and off-street hourly parking rates, parking fines, and event parking rates.

### Stakeholder Consultation

3. In-person stakeholder consultation was undertaken in June 2024. An overview of the comments received is provided below.
  - Some sensitivity to price increases, amongst some stakeholders there was a preference to extend the time when paid parking is required rather than increase hourly rates. Extending paid parking times would help manage event parking and distribute costs across all users.
  - Improve wayfinding to help with the perception that parking is not available in the Downtown.
  - Concern with affordability of monthly employee parking rates.
  - Support for increasing parking fines to generate additional revenue and encourage compliance with paid parking requirements.
  - Consider higher parking rates for on-street parking to encourage people to park in surface lots and garages.
  - Support for parking rate increases in the Downtown. Emphasis is on simplifying rates and paid parking times.
  - There is sensitivity about parking cost and duration of stay around the Hospitals.
  - Consider opportunities to use private parking (hotel or office) for event parking / evening parking.
  - Possible need for more accessible parking in the Downtown, particularly off-street spaces.

### Existing Parking Supply

4. The study area includes all paid municipal parking in the Downtown, Queen's University, Kingston General Hospital, and Williamsville areas. Within the study area, the City of Kingston manages 4,330 paid parking spaces including 1,879 on-street and 2,451 off-street spaces.

### Existing Parking Utilization and Turnover

5. Parking utilization surveys were conducted by BA Group in June 2024 as part of the North Block District Parking Review Study. Duration of stay data, across the entire study period, was provided by the City Kingston (May 2024).



6. The peak parking utilization was observed during the weekday daytime and during a weekday event with a total parking utilization of almost 70% of the available supply within the Downtown Study Area. During evenings, on weekdays and weekends (without events taking place), total parking utilization is lower, ranging from approximately 40% to 60% utilization.
7. A significant proportion of on-street parking activity occurs for a 2-3 hour period or longer (approximately 21% of on-street payment transactions). Reducing the on-street duration of stay limits across the entire Downtown (i.e. maximum of 2 hours) and/or increasing on-street pricing could help incentivize those longer-stay users to park in off-street parking lots and garages.

#### **Parking Rate Review**

8. Stakeholder feedback on future parking rates changes indicated support for increased length of stay throughout the Downtown/Williamsville study area. There was also support for increasing parking rates within the Downtown/Williamsville study area with an emphasis on simplifying rates and paid parking times (for example, the same rate applied to all off-street lots). There is sensitivity regarding increasing cost and duration of stay around the Hospitals.
9. Current on-street and off-street parking rates are consistent with the 2019 recommended parking rates set out in BA Group's 2016 Parking Rate Review.
10. A comparison of Kingston's parking rates to other municipalities across Canada found that:
  - **On-Street and parking lots:** Kingston's hourly on-street and parking lot rates are slightly below the average rate compared to other municipalities.
  - **Parking Garages:** Kingston's maximum hourly garage rate is relatively low in comparison to other municipalities.
  - **Monthly Parking:** Kingston's monthly surface parking permit rates are within the range of other comparable municipalities and above the cost of a monthly transit permit (\$80 per month).
11. Based on the foregoing, the following modifications to parking rates have been considered as part of the alternative funding scenarios:
  - Rate increases are proposed to start in 2026, with subsequent adjustments in 2029, 2034 and 2038.
  - Extending on-street paid parking times to help manage event parking (by encouraging users to park in lots and garages) and distribute costs across all users.
  - Maintain higher parking rates for on-street parking in the high demand areas (Downtown and KGH / Queen's) to encourage people to park in surface lots and garages and help maintain greater availability of on-street parking.
  - Increases to hourly parking lot and garage rates, including applying consistent parking rates and length of stay regulations.
  - No additional increases to monthly parking rates are proposed (maintain City of Kingston's existing monthly parking rate increases policy). However, as permit parking becomes increasingly limited, increases in monthly rates could be considered to manage demand and incentivize users to find alternative commuting options.



### **Event Parking**

12. A flat rate for event parking, ranging from \$4 to \$6, is set in six of the municipal parking lots in proximity to the Slush Puppie Place.
13. Parking demands on an event evening are at or approaching capacity within the Downtown on-street and surface parking lot supply (96% and 89% occupied, respectively). There is significant capacity within the two largest Downtown parking garages (Chown and Hanson) during events that can accommodate additional demands on evenings.
14. A review of Kingston's parking rates (\$4-\$6) compared to other municipalities across Canada indicated that Kingston's event rates are, on average, comparable to those in other municipalities (approximately \$5 with some larger events an \$10-\$20).
15. Simplifying event parking rates by introducing a flat rate in all surrounding lots could also be considered (rather than providing a range of rates in various off-street lots).
16. Extending the hours of payment for on-street parking would allow the City of Kingston to charge for parking during events and help encourage people to park in lots and garages.

### **Parking Fines**

17. A review of parking fines in other Canadian municipalities indicates that fine rates in Kingston are below the average across other comparable municipalities.
18. Existing parking fines should be adjusted to encourage compliance with parking regulations. It is proposed to increase all three voluntary and set parking fines related to paid parking infractions by \$10 each in 2026. This recommendation is consistent with the fine increases proposed by the City of Kingston and with stakeholder feedback.

### **Financial Model**

#### Base Scenario

19. A 15-year capital plan for Parking Services anticipates a total capital expenditure of approximately \$80.7 million from 2025 to 2039, including expenditure for technology/ communications, parking garages and surface lots, equipment, and planning/studies.
20. A review of future parking system revenues and costs has been conducted regarding the long-term financial implications of maintaining the status quo rates, fines and hours of payment. Key findings indicate that if parking pricing remains unchanged the parking reserve fund will begin to run a deficit in 2027 and reach a negative balance of over \$50 million by 2038 due to capital expenditure requirements. This is clearly an unsustainable financial situation that will require substantial additional revenue to remedy.

#### Alternative Funding Scenarios

21. Alternative funding scenarios were developed with the goal of maintaining a financially self-sustaining parking operation, avoiding a deficit in the PRF, and an annual contribution to the reserve fund of approximately \$3.0 million per year.
22. Two funding scenarios were considered, each examining the impacts of maintaining/extending hours of payment, adjusting paid parking rates and event parking rates. In both scenarios, increases to parking fines, additional financing and a delay in the planned parking structure have been assumed in order to maintain a positive balance in the PRF.



23. The first scenario maintains existing hours of paid parking (on and off-street), increases event parking rates and requires higher increases to on and off-street hourly parking rates. This option would maintain a positive balance in the parking reserve fund with a closing balance of approximately \$1.6 million in 2038. This would also result in an annual contribution to the reserve fund of approximately \$3.9 million in 2038.
24. The second scenario contemplates extending hours of paid parking (on and off-street), increases event parking rates and more gradual increases for on and off-street hourly parking rates (compared to scenario 1). The three hours of extended paid parking generates sufficient additional revenue to allow the hourly rate increases required to meet the parking system financial sustainability objectives, to be reduced. This option would maintain a positive balance in the parking reserve fund with a closing balance of approximately \$1.5 million in 2038. This would also result in an annual contribution to the reserve fund of approximately \$3.4 million in 2038.

### Accessible Parking

25. Accessible parking is provided across the study area in municipal on-street facilities, surface parking lots and parking garages.
26. The peak observed accessible parking utilization across the Downtown was during the weekday evening (50% of accessible parking supply). Outside of weekday evenings, Downtown parking utilization of accessible spaces is lower (18% to 38% of the accessible parking supply).

Accessible parking utilization is approaching capacity during events (93% of available supply in off-street parking facilities and 73% of available on-street parking supply).

27. In summary, accessible parking utilization on a typical (non-event) day is well below capacity across the entire Downtown parking area. However, there may be localized areas where additional supply could be warranted, and the City of Kingston should continue to monitor demands over time.
28. Municipalities have adopted different approaches to accessible parking, including both free and paid parking as well as extended duration of stay. The City's adoption of a mobile payment app has provided an alternative to physical payment at meters, improving accessibility for all user groups.

### Parking Management

#### Tour Bus Parking

29. Tour bus parking spaces are generally reserved for tour bus parking from May to November (free of charge) with the majority being converted back to on-street pay and display parking outside this period.
30. Municipalities have adopted different approaches to managing tour bus parking, from free parking options to paid and time-sensitive parking.
31. Kingston's current approach to offering free tour bus parking within its Downtown results in a loss of revenue that would otherwise generate paid on-street parking. Consideration could be given to providing short-term loading zones and additional tour bus parking outside the core. This could minimize the number of tour bus parking spaces required and minimize the loss of on-street parking revenues.

#### Cashless Parking

32. Moving toward a cashless parking system will save costs related to coin handling, reduce the potential for theft or loss, and address a security issue for staff collecting cash from meters.



33. One of the key supporting measures for cashless parking is mobile enforcement. The City of Kingston is purchasing a vehicle equipped with a licence plate recognition (LPR) enforcement system in 2025, which will enable it to have suitable technology in place to support a move to cashless parking in the future.
34. To account for some individuals who need to pay for parking by cash, it is recommended that some ability to accept cash be maintained at lots and garages. For on-street parking, the ability to pay by cash should be planned for on the basis that cash payment can be accommodated in at least one location per block face wherever on-street paid parking is available in downtown Kingston.

POA to AMPS

35. An AMPS system was implemented in 2020 in Kingston through By-law 2020-69 (the Administrative Penalty Process By-Law), and AMPS is used for variety of by-law infractions other than parking.
36. The benefits of adopting an AMPS system for parking infractions are expected to include a faster resolution of disputes, fewer disputes, and increased public satisfaction. It is also expected that the costs of the AMPS system for parking enforcement could be funded by ticket revenues.
37. Given that the City of Kingston already has the AMPS by-law and process in place for other infractions, there would be some efficiencies in extending the system to include parking. Moving to an AMPS system for parking enforcement is also expected to reduce administrative costs.





## Appendix A: Downtown Parking Utilization







**LEGEND**

Downtown Parking Study Area

North Block

**Peak % Occupancy (Saturday Peak)**

Less than 55%

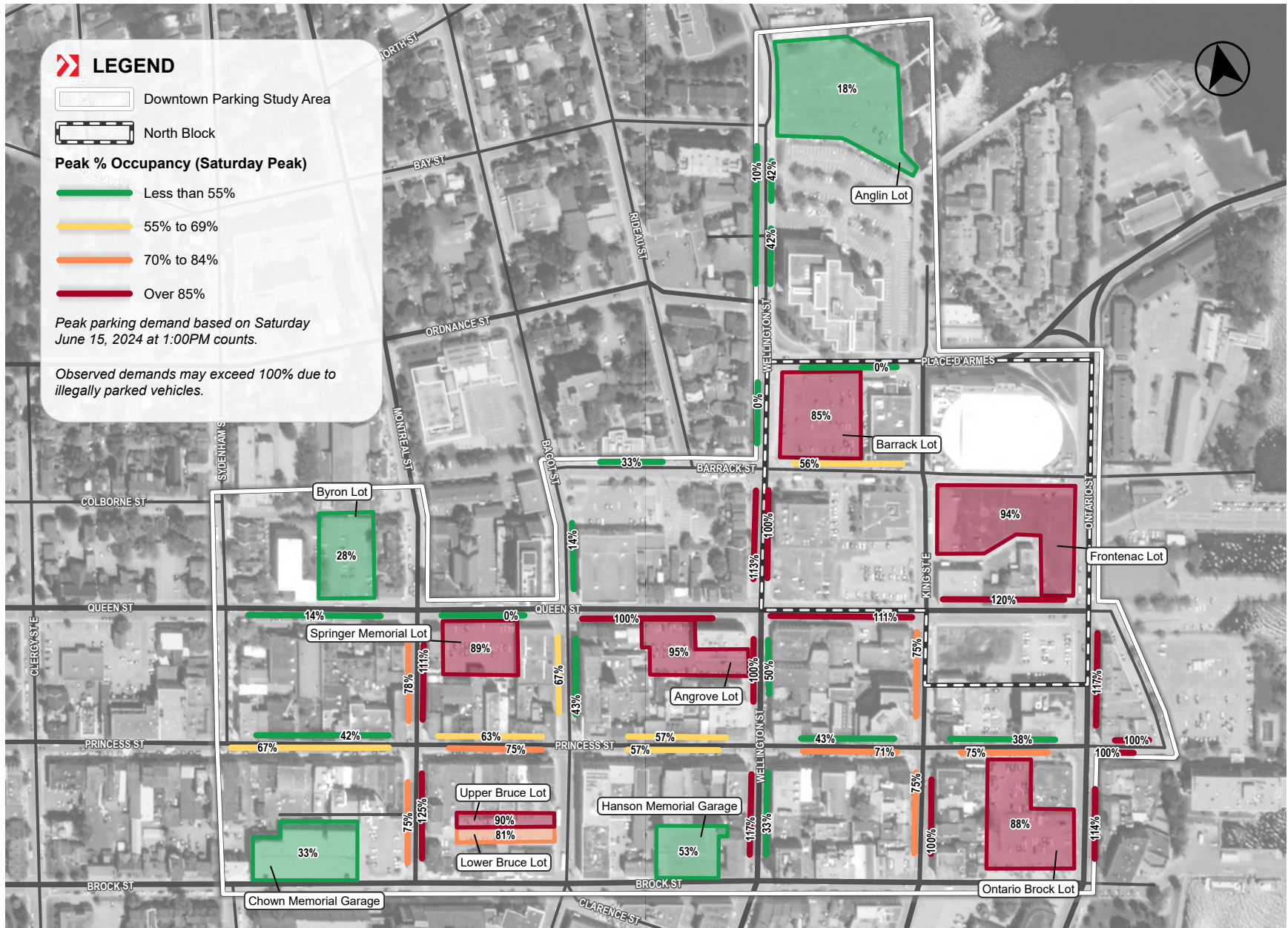
55% to 69%

70% to 84%

Over 85%

Peak parking demand based on Saturday June 15, 2024 at 1:00PM counts.

Observed demands may exceed 100% due to illegally parked vehicles.



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Aerial maps provided courtesy of: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, the GIS User Community and/or Google Earth/Maps.

**WEEKEND PEAK PARKING DEMAND**



## Appendix B: Parking Rate Comparison



<b>Municipality</b>	<b>Parking Meter (On-Street) Hourly Rate</b>	<b>Surface Lot Hourly Rate</b>	<b>Parking Garage Hourly Rate</b>	<b>Surface Lot Monthly Rate</b>	<b>Parking Garage Monthly Rate</b>
Kingston	\$1.50-\$2.00	\$1.50-\$2.00	\$1.50	\$89.50-\$102.75	\$153.75
Barrie	\$1.50	\$1.25	\$1.50	\$66.00-\$82.50	\$82.50
Belleville	\$1.00	\$1.00	-	\$45.00-\$65.00	-
Brampton	\$1.00-\$2.00	\$2.00, first hour free	\$2.00, first hour free	\$44	\$44.00
Brantford	\$0.50	\$2.75	\$2.50	\$100	\$80.00
Burlington	\$2.00	\$2.00	\$2.00	\$91.00-\$151.00	\$91.00-\$151.00
Edmonton	\$1.00-\$4.50	-	\$2.00 - \$5.00 weekdays, \$2.00 weekends	-	\$150.00-\$350.00
Fredericton	\$1.50-\$2.00	\$2.00	\$1.25	\$120	\$120.00-\$130.00
Guelph	First 2 hours free, \$3 on select streets	\$3.00	\$3.00	\$89.84-\$136.10	\$82.22-\$183.73
Halifax	\$1.25-\$3.75	\$2.00-\$4.00	-	-	-
Hamilton	\$2.00	-	-	-	-
Kitchener	Free (Downtown)	\$2.60-\$3.00	\$2.00	\$145.97	\$165.75
Kelowna	\$1.50-\$4.00	\$1.25-\$1.50	\$1.25-\$1.50	\$96.50	\$96.50
London	1 hour free parking in core areas	\$2.75-\$4.00	-	\$60.00-\$115.00	-
Markham	\$1.00	-	-	-	-
Mississauga	\$1-\$2	\$1.00-\$1.50	\$1.00	\$65.00	\$65.00
Niagara Falls	-	\$1.50-\$3.00	-	\$28.25-\$45.20	-
Oakville	\$1.00-\$2.00	\$1.00-\$2.00	-	\$39.55-\$62.15	\$101.70
Ottawa	\$4.00	\$1.50-\$4.00	\$1.00-\$5.00	\$70.00-\$140.00	\$140.00-\$240.00
Oshawa	\$1.25	\$1.25	\$1.25	\$73.00	\$87.00
Peterborough	\$1.50	\$1.50	\$1.75	\$46.00	\$85.00-\$100.00
Pickering	\$2.50	-	-	\$60.00	-
Thunder Bay	\$2.00	\$2.00	\$2.00-\$3.00	\$70.00	\$78.77
Victoria	\$1.50-\$4.00	\$2.50-\$3.00	\$2.50	-	-
Waterloo	2-3 hours free	\$3.50	\$4.00	\$58.24-\$135.09	\$70.80-\$174.80
Whitby	\$1.65	\$1.10	-	-	-
Windsor	\$2.00	-	-	-	-
Winnipeg	\$1.75-\$2.75	\$3.00-\$4.00	\$3.00-\$4.00	-	-

Notes:

1. The rates in this table generally reflect weekday daytime periods in core / downtown areas, when this information is available, as of November 2024. Rates may differ for overnight periods, evenings, weekends, and holidays.



<b>Tickets by Violation - Proposed Set Fines and Early Payment Amounts</b>					
<b>By-Law Section</b>	<b>Description</b>	<b>Set Fine</b>	<b>Early Payment</b>	<b>Proposed Rate</b>	<b>Proposed Early Payment</b>
2	PARK UNAUTHORIZED ON PRIVATE PROPERTY	\$25	\$20	\$30	\$25
2(1).	PARK UNAUTHORIZED IN A DISABLED SPACE	\$300		\$400	
2.	PARK UNAUTHORIZED ON CITY PROPERTY	\$25	\$20	\$30	\$25
4.11	PARK FAIL TO DISPLAY PAY DISPLAY RECEIPT (1)	\$25	\$20	\$35	\$30
4.12	PARK AT EXPIRED METER (1)	\$20	\$15	\$30	\$25
4.13	PARK VEHICLE IN EXCESS 6 M IN METER ZONE	\$15	\$10	\$20	\$15
4.15	PARK METER ZONE EXCESS POSTED TIME LIMIT (1)	\$25	\$20	\$35	\$30
4.22	PARK IN RENTAL SPACE WHEN UNAUTHORIZED	\$25	\$20	\$30	\$25
4.28	PARK UNAUTHORIZED IN UNIVERSITY PARKING	\$25	\$20	\$30	\$25
4.28.	PARK UNAUTHORIZED-MEDICAL PARKING ZONE	\$25	\$20	\$30	\$25
4.3	PARK INTERFERE CIVIC SERVICE	\$25	\$20	\$30	\$25
4.30	PARK IN A BUS STOP	\$35	\$30	\$40	\$35
4.32	PARK IN TAXI STAND ZONE	\$25	\$20	\$30	\$25
4.34	PARK TOUR BUS LOADING ZONE	\$25	\$20	\$30	\$25
4.35	PARK IN A COMMERCIAL LOADING ZONE	\$30	\$25	\$35	\$30
4.39	PARK UNROADWORTHY VEHICLE	\$25	\$20	\$30	\$25
4.4	PARK UNAUTHORIZED IN AN ACCESSIBLE SPACE	\$300		\$400	
4.5	PARK OUTSIDE LINES	\$15	\$10	\$20	\$15
4.6	PARK MORE THAN 1 VEHICLE IN METER SPACE	\$30	\$25	\$35	\$30
5.1	PARK UNAUTHORIZED IN CITY LOT	\$25	\$20	\$30	\$25
5.1(1)	PARK EXCEED MAXIMUM PERIOD	\$25	\$20	\$30	\$25
5.6	PARK UNAUTHORIZED IN MONTHLY PERMIT LOT	\$25	\$20	\$30	\$25
6.1	PARK IN EXCESS OF 12 HOURS	\$15	\$10	\$20	\$15
6.10	PARK UNATTACHED TRAILER	\$25	\$20	\$30	\$25
6.11	PARK IN EXCESS OF 25 CM FROM CURB	\$15	\$10	\$20	\$15
6.12	PARK ON ANGLE WHERE PROHIBITED	\$15	\$10	\$20	\$15
6.16	PARK IN NO PARK AREA	\$25	\$20	\$30	\$25
6.17	STOP OR PARK IN A NO STOPPING ZONE	\$30	\$25	\$35	\$30
6.18	PARK IN EXCESS OF POSTED TIME LIMIT	\$20	\$20	\$25	\$25
6.19	PARKING AT RESTRICTED TIMES	\$25	\$20	\$30	\$25
6.21	PARK IN AN UNAUTHORIZED AREA	\$25	\$20	\$30	\$25
6.3	PARK BETWEEN 1 AM AND 7 AM WINTER	\$30	\$25	\$35	\$30
6.4	PARK FACE OPPOSITE DIRECTION OF TRAFFIC	\$25	\$20	\$30	\$25
6.5	PARK PROHIBITED DISTANCE OF INTERSECTION	\$25	\$20	\$30	\$25
6.7(2)	PARK SO AS TO BLOCK TRAFFIC	\$35	\$30	\$40	\$35
6.7(3)	PARK PREVENT MOVEMENT OF A VEHICLE	\$25	\$20	\$30	\$25
6.7(5)	PARK OBSTRUCTING AN ENTRANCEWAY	\$25	\$20	\$30	\$25
6.7(6)	PARK ON SIDEWALK	\$25	\$20	\$30	\$25
6.8(1)	PARK WITHIN 3 METRES OF FIRE HYDRANT	\$35	\$30	\$40	\$35
6.8(4)	DOUBLE PARK	\$35	\$30	\$40	\$35
6.8(5)	PARK ADJACENT TO MEDIAN STRIP	\$25	\$20	\$30	\$25
6.9	PARK HEAVY VEHICLE IN RESIDENTIAL ZONE	\$25	\$25	\$30	\$30
<b>Notes:</b>	1. Meter violations				