

Report to Council



Date: December 5, 2016
File: 1862-01
To: City Manager
From: D. Duncan, Manager, Parking Services
Subject: Hospital Area On-Street Parking Plan

Recommendation:

THAT Council receives, for information, the Report from the Manager, Parking Services, dated December 5, 2016, with respect to the Hospital Area On-Street Parking Plan;

AND THAT Council approves the Hospital Area On-Street Parking Plan, attached to the Report from the Manager, Parking Services, dated December 5, 2016;

AND THAT Council directs staff to implement the recommendations of the Hospital Area On-Street Parking Plan including the introduction of pay parking to street frontages adjacent to Kelowna General Hospital, overnight Resident Parking Only restrictions on nearby residential streets and changes to existing time restrictions as outlined in the report from the Manager, Parking Services, dated December 5, 2016;

AND FURTHER THAT Council amend Council Policy No. 366, Residential Permit Program, effective January 2017 as attached to the Report from the Manager, Parking Services, dated December 5, 2016.

Purpose:

To obtain approval from Council to implement on-street parking management recommendations for the area around Kelowna General Hospital and for enhancements to the Residential Permit Program.

Background:

As part of the city-wide parking management strategy, presented in January 2014, Council endorsed five guiding principles for parking management and directed staff to proceed with development of area parking plans. The first area plan created was South Pandosy, completed with support from area businesses and residents, approved by Council in 2014. An interim plan for the downtown area was completed in 2015, with a full parking plan update

scheduled to begin in 2017. A plan for the landmark area is currently planned for 2018, subject to budget approval.

The hospital area was identified as a priority for enhanced parking management measures following several years of communication with residents and Interior Health that resulted in implementation of a number of interim parking management measures between 2010 and 2015.

The Hospital Area On-Street Parking Plan is part of the broader Hospital Area Plan, a combined land use, transportation and parking strategy with the goal of creating a vibrant Health District that supports hospital-related services while maintaining the integrity of established neighborhoods. This phase of the project began in spring 2016 with this On-Street Parking Plan, and staff are now developing the Land Use and Neighbourhood Transportation Plans to guide future growth and redevelopment in the area. Staff expect to report to Council on those components of the project in late spring 2017.

Guiding Principles from the City-Wide Parking Management Strategy and Proposed Changes to On-Street Parking in the Hospital Area

1. *Guiding Principle - The City will focus on excellent short-term parking management to support higher turn-over while maintaining a governing role in long-term parking solutions.*

Hospital Area Strategy:

- The introduction of pay parking will encourage short-term use of on-street spaces and support use of off-street capacity at KGH for longer-term parking.
- The land use review portion of this project (2017) will consider future off-street parking needs based on predicted growth.

2. *Guiding Principle - The parking system will continue to pay for itself (will operate under a user-pay cost recovery model).*

Hospital Area Strategy:

- Pay parking in the Hospital area will fund operational expenses with net revenues directed to the South Pandosy Parking Reserve. Reserve funds support future parking equipment, land and infrastructure investments.

3. *Guiding Principle - Focus on customer service and fairness in parking practices by providing options, technologies and information.*

Hospital Area Strategy:

- Street frontages adjacent to the hospital will be changed to hourly pay parking and the existing 2-hour time limit removed. This will allow for visitor parking longer than 2-hours, while ensuring that turnover of vehicles is achieved.
- Multi-space pay stations, operating in Pay by Licence mode, supported by PayByPhone, will offer multiple payment options.

4. *Guiding Principle - The City will work with institutions, businesses and developers to plan solutions for parking management.*

Hospital Area Strategy:

- Consultation with Interior Health revealed that on-site parking at Kelowna General Hospital is under-utilized in the evenings, overnight and on weekends.
- Implementation of a new overnight Resident Only Parking restriction will encourage greater use of available on-site parking capacity.
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5. *Guiding Principle - Parking will be used to support a balanced transportation system. Parking is part of the larger transportation picture.*

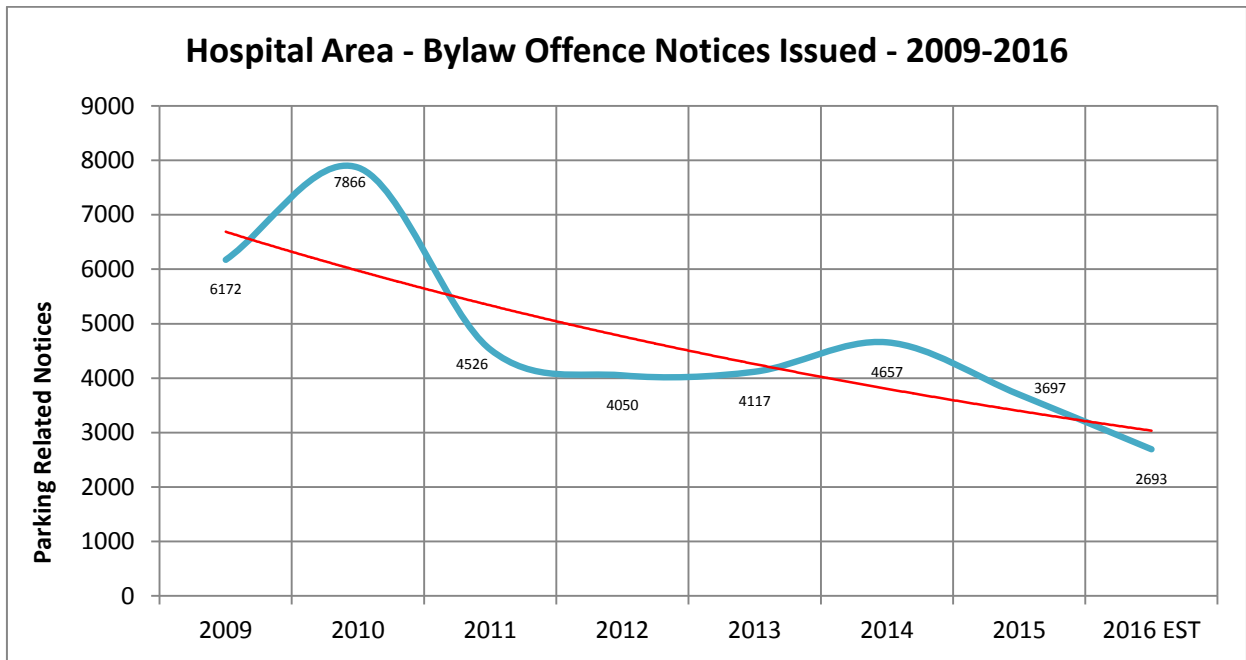
Hospital Area Strategy:

- Pay parking and overnight restrictions will help to encourage increased use of transit, carpooling, walking and cycling when possible.
- A number of improvements to transit routes serving the hospital have been made and will continue as demand/ridership warrants.

Previously Completed Enhancements

A number of parking enhancements in the Kelowna General Hospital area have been implemented in recent years. Several of the changes below were made as interim recommendations that were approved by Council in 2011. Combined, these modifications have resulted in significant improvements to the area as demonstrated by data gathered:

- ✓ Early payment discounts for parking offences reduced to ensure tickets are a deterrent and not treated as a "cost of parking" (2010)
- ✓ Changed time period when time restrictions are in effect from 9am to 5pm Monday to Friday to 8am to 8pm every day (2012)
- ✓ Added new 2-hour 8am to 8pm daily time restrictions to an additional 13 streets (2012)
- ✓ Residential Parking Permit program policy rewritten to ensure the number of permits available closer reflects the available street frontage. (2013)
- ✓ Reduced the time limit on streets closest/most affected by hospital activity from 2-hours to 1-hour (2014)
- ✓ Strathcona Park parking lot changed to pay parking to allow it to be kept open year round. Shared use of lot offers all-day parking in the off-season with a 4-hour maximum in the summer (May 15th to Sep 15th) to give priority to visitors (2015)



Public Consultation

Building on the public engagement completed in the City-wide Parking Management Strategy and the South Pandosy Area Plan, the following initiatives were used to obtain a clear understanding of challenges and opportunities pertaining to parking for residents, employees and visitors to the Hospital area:

Initiative	Objective	Level of Engagement
Initial Open House, held at KGH - May 2016	Identify parking-related challenges and opportunities	88 Attendees / 26 Exit Surveys
Online Survey	Gather Feedback from Stakeholders (Residents, Employees, Visitors)	615 Responses
Meeting with Residents Association (KSAN)	Review draft plan & refine proposed changes	8 Attendees
Follow up Open House, held at KGH - Nov 2016	Review draft plan & refine proposed changes	100 Attendees / 29 Exit Surveys

A summary of public feedback is included within the attached report from Urban Systems Ltd.

After a detailed review of feedback received throughout the process over the last several months, some examples of the outcomes:

Feedback/Themes	Actions/Plans
<p><i>More/improved transportation alternatives and options - Improve transit service to KGH</i></p>	<p>A number of improvements have been made to transit serving Kelowna General Hospital based on feedback received from KGH staff. The number of runs on the #1 & #8 routes were increased to provide earlier service that accommodates staff starting at 7am. The #8 was also re-routed to provide direct service to Orchard Park mall, Rutland, UBCO and Okanagan College. Transit stop amenities were also enhanced at KGH, including the addition of new shelters/benches.</p>
<p><i>The change from a 2-hour maximum to 1-hour was a big improvement, please don't reverse that change</i></p>	<p>In 2014, the 2-hour time limit on several residential streets close to KGH was reduced from 2-hours to 1-hour. Based on the success of this modification, no further change is recommended at this time.</p>
<p><i>University classes overload the on-site parking and creates shortages during the busiest times</i></p>	<p>University of British Columbia - Okanagan students receive U-Passes as part of their tuition. Changes to the #8 transit route now offer a direct connection between KGH and the UBC Okanagan campus. Combined, this provides a "no extra charge" option for students.</p>
<p><i>Hospital staff on night shift park all night in residential areas surrounding the hospital</i></p> <p><i>Residents are awoken during the AM shift change by cars (unlocking-horn), vehicles starting etc. (6-8am)</i></p>	<p>The new overnight Resident Parking Only restriction recommended by staff will discourage use of residential streets for overnight parking and promote use of excess evening and overnight parking capacity currently available on the Kelowna General Hospital campus. This new restriction would be re-evaluated in one year to determine if it has been effective and further modifications will be made, if required.</p>

<i>Implement Pay Parking on all streets around the Hospital (to provide additional short-term and visitor parking)</i>	The new pay parking areas proposed would discourage longer term use of on-street parking closest to Kelowna General Hospital and create additional short term parking opportunities for visitors to the area.
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In summary, respondents were in support of enhanced/modified parking restrictions and staff believes implementation of pay parking and overnight resident permit only restrictions support this direction. However, there is high desire for additional long-term parking solutions in the area (more specifically pertaining to the construction of a parkade), relating to hospital employees. There is also a strong desire to improve transportation alternatives. Continued City investment in transit, sidewalks and multi-use pathways in the area is supported.

Using responses received during the consultation process, experience in the area as identified by the Parking Services Branch and applying standard parking management principles, a plan was created by City Staff and the project consultant, Urban Systems Ltd., with a goal of further improving on several long standing parking issues in the Hospital area.

Recommended Enhancements/Modifications

Public input and parking occupancy data was used to develop recommendations focused on ensuring short-term parking is available for use by residents and visitors to the area and to minimize hospital related impacts on residential areas: *(See Attachment 3 for map of changes)*

Introduce full-time pay parking on the south side of Royal Avenue along the hospital frontage

- Improve turn over and increase availability of short-term parking near Kelowna General Hospital and the Emergency Department.
- Allow for patient/visitor parking longer than two hours, if/when required.
- Increase opportunities for street cleaning and maintenance

Introduce pay parking on the Abbott Street and Rose Avenue hospital frontages, from 8am - 8pm daily

- Improve turnover and increase availability of short-term parking near the hospital during peak hours.
- Provide unrestricted evening and overnight parking opportunities in an area that does not affect nearby residences.

Change the north side of Royal Avenue between Long and Pandosy Streets from Resident Permit Only Parking to a full-time 1-hour maximum parking zone

- This block is often near empty as it sees little use by residents with permits. A significant portion of this block is an off-street lot operated by Interior Health.

- Provide additional short term parking options near KGH and the Emergency Department while maintaining a priority for parking by resident permit holders.

Introduce overnight (8pm - 8am) Resident Permit Only Parking for residential blocks closest to the hospital (Glenwood, Christleton, Speer, Abbott, Rose & Atwood)

- Ensure area residents with permits have access to parking in close proximity to their residence in the evening and overnight periods.
- Reduce the impact of 24/7 operations of KGH on the surrounding residential area.
- Encourage use of available off-street parking on the KGH campus in the afternoon, evening and overnight periods.
- Re-assess one year following implementation to determine if modifications to the RPO restriction or area are required.

Introduce full-time Resident Permit Only Parking on both sides of Long Street between Royal and Cadder Avenues (if agreed to by adjacent residents)

- This block is often near capacity with primarily non-resident permit vehicles.
- Reduce damage being caused to adjacent properties due to heavy parking traffic on non-urbanized boulevards.
- Create additional opportunities for resident parking to support removal of existing Resident Permit Only Parking from the north side of Royal Avenue east of Long Street.

Expand existing 2-hour maximum (8am - 8pm) daily parking restrictions to include Richter Street between Glenwood and Elliot Avenues

- This currently unrestricted area often experiences high occupancy levels.

Enhance Resident Parking Program Council Policy to include criteria and provide a method to consider future requests for implementation of Resident Permit Only Parking restrictions

- Focus on customer service and fairness in parking practices.

Add additional enforcement patrols in the evening and overnight periods

- Ensure compliance with new and existing restrictions.

Future Off-Street Parking

A key piece of feedback from the City-wide Parking Management Strategy, as well as the South Pandosy and Hospital Area plans, is a desire for the City to plan for and protect long term parking in town centres to ensure that employee parking needs are met. It was suggested that the City or Interior Health should plan to construct another parkade in the Hospital area.

The broader Hospital Area Plan includes Interior Health looking at their on-site parking needs (including long-term) within the Kelowna General Hospital campus. The land use portion of this project will include an evaluation of long-term parking requirements within the Health District, including suitable locations for future surface or structured parking, to support

hospital operations and related health services uses, should the need be identified through technical review.

Residential Permit Program

A review of the Residential Parking Permit Program was performed in 2013. That analysis resulted in the creation and adoption of a new Council policy, number 366 (Residential Permit Program) that governs issuance of resident and visitor parking permits. The policy also outlines the criteria to request and implement or remove restrictions in residential areas. To support changes contained in the hospital area on-street parking plan and build on improvements made in 2013, several additional modifications to this program are being recommended:

- Changes to criteria for *Residential Area Parking Restrictions* to allow for consideration of requests for Resident Only Parking, only after all other parking management options have been exhausted.
- Improved wording around the petition process and which properties may be included, primarily relating to residential streets with multi-family developments.
- Clarification about how staff should deal with permits new residents with out-of-province licence plates.
- Allow for additional Visitor (Temporary) permits to be issued for properties with more than five dwellings that have a large amount of available street frontage.
- When a requested change is applied, further changes to a restriction would not be considered until at least 18 months from date of implementation.
- Restrict use of Resident and Visitor permits to a maximum area of 2 blocks or 250 metres of the registered address to help prevent fraudulent use.
- New process to accommodate construction vehicles while working at a *Residential Permit Eligible Dwelling* in an area with an existing *Residential Area Parking Restriction*.
- Housekeeping changes related to changes in department names, staff positions/responsibilities and fee descriptions.

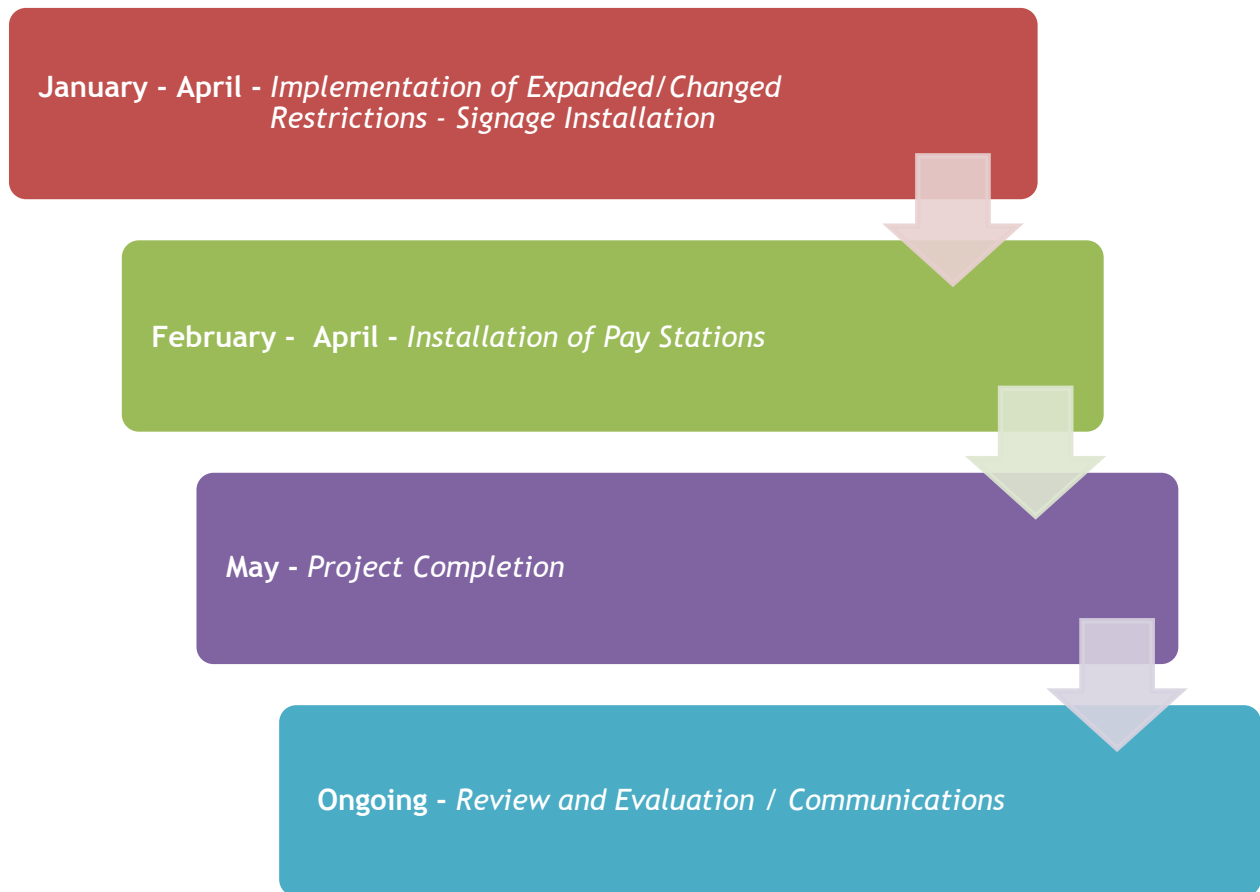
Visitor (Temporary) Permits - Future Changes

Based on feedback received, staff will initiate a review of the existing visitor pass program to evaluate options to help reduce fraudulent use of permits. Due to potential impacts on policy, existing systems and enforcement, this will be longer term work and staff will bring recommendations back to Council for consideration, if required. Some potential options are:

- Discontinue use of existing fully transferrable “blanket” hangtag style permit that is issued annually and open to misuse (i.e. permits loaned/rented out by residents).

- Explore online/phone-in options that would allow residents to register the plate number of a visitor for a set period of time.

Proposed Implementation



Internal Circulation:

Divisional Director, Corporate & Protective Services
Divisional Director, Communications & Information Services
Divisional Director, Civic Operations
Director, Financial Services
Manager, Integrated Transportation Department
Manager, Community Planning Department
Acting Manager, Policy and Planning Department
Manager, Parks & Building Planning
Manager, Regional Programs
Manager, Bylaw Services
Manager, Parks Services

Supervisor, Traffic Operations
Community Engagement Consultant

Legal/Statutory Authority:

Traffic Bylaw No. 8120 - Part 4, Part 6 & Schedule A
B.C. Motor Vehicle Act; Section 124(1) (a), (c) & (f)

Legal/Statutory Procedural Requirements:

Traffic Orders must be created to authorize the implementation of pay parking and changes/modifications to other restrictions. Approval of Traffic Orders has been delegated to the City Engineer under Traffic Bylaw No. 8120.

Existing Policy:

- Official Community Plan:
 - Chapter 7 (Infrastructure), Objective 7.6, Policy .5 (Capacity Increases)
 - Chapter 7 (Infrastructure), Objective 7.11 (Parking Initiatives)
- Council Policy No. 366 - Residential Parking Permit Program

Financial/Budgetary Considerations:

Capital and Operating budget requests will be submitted for consideration as part of the 2017 provisional budget.

Personnel Implications:

Additional Traffic Officer hours and contracted enforcement resources will be included in the related 2017 Operating budget request.

External Agency/Public Comments:

- Summary of public and stakeholder consultation is included in the report completed by Urban Systems Ltd. (Attachment 1)
- A letter of support was received from KSAN (Kelowna South-Central Association of Neighborhoods) (Attachment 4)

Communications Comments:

Communications staff resources are assigned to this project in 2016.

Considerations not applicable to this report:

Alternate Recommendation

Submitted by: D. Duncan, Manager, Parking Services

Approved for inclusion: D. Edstrom, Director, Real Estate

Attachments:

1. Urban Systems Report
2. Urban Systems Data - Appendix A-C
3. Recommendations Map
4. Support Letter from KSAN (Kelowna South-Central Association of Neighborhoods)
5. Amendments to Resident Permit Program Policy 366
6. PowerPoint

cc:

- R. Mayne, Divisional Director, Corporate & Protective Services
- C. Weaden, Divisional Director, Communications & Information Services
- J. Creron, Divisional Director, Civic Operations
- G. Davidson, Director, Financial Services
- R. Villarreal Pacheco, Manager, Integrated Transportation Department
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