



**DISTRICT OF WEST VANCOUVER**  
750 17TH STREET, WEST VANCOUVER BC V7V 3T3

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## COUNCIL REPORT

Date:	July 1, 2024
From:	Jenn Moller, Director of Engineering & Transportation Services Sue Ketler, Deputy Municipal Manager / Director, Parks, Culture & Community Services
Subject:	Pay Parking at Destination Parks 6-month Update
File:	1700.09

### RECOMMENDATION

THAT

1. the Council report titled “Pay Parking at Destination Parks 6-month Update” dated July 1, 2024, from the Director of Engineering & Transportation Services and the Deputy Municipal Manager / Director, Parks, Culture & Community Services, be received for information; and
2. Council direct staff to investigate and report back in the fall of 2024, on permit exemptions for pay parking programming.

### 1.0 Purpose

This purpose of this report is to provide Council with a 6-month update following the implementation of pay parking at three District destination parks, namely, Lighthouse, Nelson Canyon, and Whytecliff Parks.

### 2.0 Legislation/Bylaw/Policy

The 2012 Parks Master Plan states the following as one of its core values:

- Prudent financial stewardship and management.

Recommendation 4.6.1 in that Plan states the following:

- Consider potential revenue generation uses in terms of the potential management benefits associated with charging for use, e.g., dive school fees, more concessions/cafes, picnic shelter booking charge, vending machines, equipment rentals, advertising on park maps.

The District currently does not have a policy on pay parking nor does it have a policy in place to manage and inform decision making regarding on-street parking.

### 3.0 Council Strategic Objective(s)/Official Community Plan

This report aligns with *Council Strategic Goal*:

*5.0 Municipal Services.*

Objective 5.7 seeks to establish park zone pay parking  
Deliverable 5.7.1 pay parking being established in Council approved park zones (2024-2025+)

*Sections 2.4 and 2.71 of the District's Official Community Plan* contains supporting language relating to transportation and road network accessibility, as well as managing the District's valuable park system and open spaces.

### 4.0 Financial Implications

The net revenue from February to May is \$184,254, with monthly revenues anticipated to increase as visitors to the Parks increase during peak season. Based on these initial few months of data, it is estimated that net revenues could be \$500,000 annually (internal staffing costs not included). As programming progresses and more revenue data becomes available, the potential for revenue to be generated through pay parking will be better understood, allowing revenue projections to be relied upon with greater certainty. Staff will continue to monitor monthly payment remittances and include as part of the regular budgetary reporting cycle.

### 5.0 Background

The initial phase of pay parking programming was developed for implementation at three destination parks: Lighthouse, Nelson Canyon, and Whytecliff Parks ("the Parks"). The primary reason for a phased approach and this selection of destination parks was to effectively manage the program and build upon learnings as a new business and operational function was being introduced within the District. In addition to this, the Parks are relatively limited in their complexity with respect to adjacent land use.

In early February 2024, the pay parking program was implemented at the Parks. The analysis section of this report provides an overview of some learnings, challenges, and feedback following the initial implementation phase, as well as a summary of preliminary revenues.

## 5.1 Previous Decisions

Council at its **April 8, 2024, closed meeting**, passed the following resolution:

THAT

1. Council receive the presentation regarding Pay Parking at Destination Parks Interim Update for information, and direct staff to proceed with reporting back on expansion of the pay parking program to include Ambleside, John Lawson, and Dundarave Parks;
2. Council direct staff to collect baseline parking utilization data within commercial areas with adjacency to Ambleside, John Lawson, and Dundarave Parks, to determine implementation of suitable parking restrictions within commercial areas;
3. Council direct staff to develop an on-street parking policy to consider resident exempt parking zones and permitting to support the pay parking program;
4. Net revenue from the pay parking program be used to fund data collection; and
5. Council's decision be released for public information by forming part of the report to be brought forward for consideration at an upcoming open Council meeting.

Council at its **December 11, 2023, regular meeting**, release the following decision for public information:

WHEREAS on June 5, 2023, at a special closed Council meeting, District staff received direction

THAT

1. Seaview Walk be added to the list of parks for staff to investigate and report back on regarding expansion of the pay parking program which otherwise includes Ambleside, John Lawson, and Dundarave parks; and
2. Council's decision be released for public information;

AND WHEREAS it is desirable to add another park parking lot to the list:

THEREFORE, BE IT RESOLVED THAT Council direct staff to add Cypress Falls Park to the list of parks for staff to investigate and report back on regarding expansion of the pay parking program which otherwise includes Seaview Walk, Ambleside including Argyle Avenue between 14th Street and 16th Street, John Lawson, and Dundarave parks.

Council at its **May 8, 2023, regular meeting**, passed the following resolution:

THAT

1. staff be directed to initiate the initial phase of a pay parking program to include Lighthouse, Nelson Canyon, and Whytecliff parks;
2. staff report back to Council with an update on the implementation of the first phase of the pay parking program after the program has been operational for six months;
3. staff further investigate and report back on expansion of the pay parking program to include Ambleside, John Lawson, and Dundarave parks;
4. net revenues from this program be used for maintenance of the subject parks.

Council at its **April 3, 2023, closed meeting**, passed the following resolution:

THAT the following resolutions:

- THAT the hourly pay parking rate remain the same year-round;
- THAT the West Vancouver annual resident parking pass rate be set at \$20.00 per vehicle;
- THAT the hourly pay parking rate be set at \$3.75 per hour;
- THAT the phased pay parking program not use pay stations;

and decisions:

- that staff initiate the first phase of a phased pay parking program within District destination parks instead of a pilot pay parking program;
- that staff provide an update on the implementation of the first phase of the pay parking program after the program has been operational for six months; and
- that staff proceed based on informing, rather than engaging with, the public;

as made at the April 3, 2023, closed Council meeting, be released for public information by forming part of the report to be brought forward for consideration at an upcoming open Council meeting

Council, at its **Jan 16, 2023, closed meeting**, passed the following resolution:

THAT

1. staff bring forward to an open Council meeting for consideration a report regarding implementation of a pay parking pilot program based on the following parameters:
  - implementation at Whytecliff, Nelson Canyon, and Lighthouse parks;

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- the operational structure will include an external enforcement model;
  - seasonal rate structure to include a resident exempt flat rate fee component;
  - a public outreach “inform” approach be taken; and
2. this resolution be released for public information by forming part of the report to be brought forward for consideration at an upcoming open Council meeting.

Council, at its **November 7, 2022, regular meeting**, unanimously passed the following resolution:

THAT staff be directed to:

1. develop a pay parking pilot program in major parks that provides for exemptions for West Vancouver residents; and
2. report back to Council regarding the implications of the proposed pay parking pilot program implementation.

Council, at its **May 30, 2022, regular meeting**, passed the following resolution:

THAT

1. staff report back in quarter two of 2023 on the projected requirements of the seasonal pay parking pilot and with information regarding the following considerations:
  - upfront capital costs;
  - data collection needs;
  - ongoing enforcement and overhead administrative resourcing needs and associated costs required to support the pilot;
  - development of an on-street parking policy to support the program but which could also be applied District wide;
  - parking rates (to consider resident and non-resident), and revenue projections;
  - verify pay by phone technology is viable at the three destination parks;
  - tendering and procurement;
  - community engagement and outreach;
  - establishment of pilot assessment metrics to measure the effectiveness of the pilot; and. other relevant information, as necessary; and
2. staff report back in quarter two of 2023 on next steps for how the District would proceed with implementation of a pay parking pilot

program for Lighthouse Park, Whytecliff Park, and Nelson Canyon Park.

Council, at its **March 28, 2022, regular meeting**, passed the following resolution:

THAT

1. staff be directed to develop a plan to implement a two-year seasonal pay parking program in the following destination parks:
  - Lighthouse Park;
  - Whytecliff Park; and
  - Nelson Canyon Park/Whyte Lake Trailhead; and
2. staff report back to Council with a plan to implement the two-year seasonal pay parking program.

## 5.2 History

Discussions and Council consideration around pay parking within destination District parks has a long history which spans the last 25 years. The primary drivers around these discussions include: an additional source of revenue and potential cost recovery opportunity for Parks, and a means of transportation demand management (TDM).

Historically, supporting infrastructure for pay parking systems has required costly capital investment. More recently, municipal, and private parking providers, including many within the region, have deployed emerging pay by phone (PBP) technology which has eliminated the need for extensive physical built systems. It should be noted this technology is reliant on cellular network service availability and coverage.

## 6.0 Analysis

### 6.1 Discussion

#### ***Administration***

The initial phase of the pay parking program to be implemented at the Parks was designed to rely on an external operator and enforcement model. The District took a two phased approach to a public procurement process to secure an external operator.

This external operator model approach was intended to respond to limited available internal staff resources, and to minimize upfront programming investment. In-house management opportunities can be reviewed in the future when there is a better understanding of programming size, operational, administration and enforcement costs, and staffing needs.

### ***Operational***

Despite an external operator model being in place, where public enquiries are directed to the parking operator, the District has and continues to receive a number of public enquiries which are tracked internally through the Bylaws department. In total, 192 complaints have been responded to by the District, of those, 160 were received in first 8 weeks of program implementation. Initial public feedback was predominantly surrounding implementation issues which have since been resolved with the operator, and in turn, are not discussed within this report.

The following raised concerns remain and are largely a function of the program design versus operationalization and implementation:

#### Request for pay parking exemptions

A myriad of requests for exemptions have been received by the District, this extends to include but is not limited to business operators, coordinated not for profit and community programming groups, persons with a disability, volunteers, Veterans, persons of a particular demographic, and so on.

Hourly parking rates and pay parking is for all intent and purpose, a fee being imposed by the District. The statutory authority by which the District can apply a fee and provide an exemption to a fee is authorized by *the Community Charter* and **must** be described in a Bylaw authorized by Council. Exemption of a fee is a complex matter, to ensure statutory compliance, equity, administrative feasibility, and potential impacts to revenue, thorough consideration should be given to the application of exemptions.

#### Pay parking fees too costly/pay parking should be seasonal

While it is understood that park attendance varies seasonally, it is not unusual to have pay parking in effect year-round. As evidenced in the preliminary revenue data, monthly revenue has not varied greatly in the off-peak season. Seasonal parking rates would affect overall revenues as compared to year-round applied rates. Seasonal parking rates may also create unintended administrative burdens, have a contractual implication with the external operator, and may be confusing to park visitors.

#### Cellular coverage inconsistencies

As part of initial programming implementation, the District's consultant conducted preliminary cellular signal strength and coverage investigations at the Parks. The findings of this investigation suggested that there was adequate signal strength in the Parks for the purposes of mobile payment application, although signal strength did vary by Park location and throughout the Parks themselves. Currently, additional follow up

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investigation is being conducted by the District's IT Department to test signal strength at the Parks amongst various cellular providers.

#### Request for pay stations

During the last few years, the parking industry has seen a move towards mobile applications such as Pay By Phone and static QR code-based payment portals. It is not unusual now to see a parking location that does not accept cash or direct credit card payment. With a desire to implement quickly and with minimal upfront capital cost investment associated with built infrastructure, the initial phase of the programming included touchless mobile phone applications and direct access to a payment portal through a static QR code on signage only.

#### ***Spillover Effects***

It was anticipated that implementing a pay parking program may result in spillover effects of on-street parking and congestion within residential neighbourhoods with adjacency to the initial program phase park locations. In a few discrete areas within these neighbourhoods there is limited parking on site of the privately owned residential properties, this is largely due to existing site conditions such as topography and ground conditions. It is staff's understanding that these residents rely on available on-street parking in front of their homes to accommodate their privately owned vehicles; resultant spillover effects where there is insufficient on-street parking capacity to meet demand may have a heightened effect on these property owners. Other observed challenges spillover effects create include congestion and challenges with maintaining emergency access. In addition, where no pedestrian facilities exist, there are safety concerns with pedestrians walking within busy travelled roadways.

Recognizing the potential for this impact, staff undertook on street utilization data collection within these residential neighbourhoods to understand and capture any overspill effects resultant from the program implementation. Strictly speaking, maximum ideal utilization rates, or parking capacity threshold is 85%.

Baseline data prior to pay parking implementation was collected in July and August 2023 during favourable weather, at various times of day. Following implementation of the pay parking program, on-street parking utilization rate data was again collected at various times of day, during favourable weather, during February and at the end of June; further data collection is planned for peak seasonal attendance periods of the Parks over the coming months.

Knowing that the initial program implementation took place in a period of lower seasonal demands, and that the data sets are somewhat limited, it is difficult to determine with certainty that any changes to utilization rates are directly attributable to the introduction of pay parking. The baseline



data suggests that on-street parking utilization varied at peak periods over the day and was localized to each park and residential neighbourhoods. Generally speaking, on street parking utilization in adjacent neighbourhoods has trended upwards following the introduction of pay parking. With a few location exceptions, parking utilization rates remain within maximum ideal utilization rates.

### **Cost, Payment, and Revenues**

With an approach of outsourced management and enforcement to an external operator and touchless payment options, upfront capital investments to support the initial phase of the program have been limited. With the exception of existing internal resourcing demands to support the development, implementation and oversight of the initial programming, the operational costs have been borne by the parking operator.

The initial program implementation includes an external enforcement model, with a year-round rate structure of \$3.75 per hour in effect from 7 a.m. to 10 p.m., seven days a week, and a resident exempt flat rate fee component of \$20.00 per annum. Each fee includes a Translink Parking tax at 24%, GST at 5%, and a convenience fee or permit fee, respectively. In total, the hourly cost for parking is \$5.22, and \$27.09 per year for the resident pass.

Tables 1 and 2 below provide a breakdown of the first four months of revenue and expenses, where this is remitted by the operator for the previous month on the 15th day of each month. Cost apportionment and fees are in accordance with a contractual agreement with the operator.

**Table 1 - Monthly Revenues** *\*Internal staffing costs not included*

	Total		February	March	April	May
<b>Revenue</b>	<b>\$216,202</b>		<b>\$36,006</b>	<b>\$61,719</b>	<b>\$50,511</b>	<b>\$67,966</b>
<i>Meter</i>	\$187,039	87%	\$22,846	\$55,219	\$45,552	\$63,422
<i>Permit</i>	\$26,580	12%	\$13,160	\$6,500	\$3,920	\$3,000
<i>Violations</i>	\$2,583	1%			\$1,039	\$1,544
<b>Expenses*</b>	<b>(\$31,948)</b>	<b>15%</b>	<b>(\$7,152)</b>	<b>(\$8,558)</b>	<b>(\$7,567)</b>	<b>(\$8,671)</b>
<b>NET</b>	<b>\$184,254</b>		<b>\$28,854</b>	<b>\$53,161</b>	<b>\$42,944</b>	<b>\$59,295</b>

**Table 2 – Metered Revenues by Park** *\*4-month revenue per stall*

	Total	*	February	March	April	May
<b>Meter Revenues</b>	<b>\$187,039</b>	<b>\$740</b>	<b>\$22,846</b>	<b>\$55,219</b>	<b>\$45,552</b>	<b>\$63,422</b>
WhyteCliff (129 stalls)	\$62,558	\$485	\$5,102	\$18,832	\$13,853	\$24,771
Lighthouse (82 stalls)	\$102,776	\$1253	\$12,305	\$31,161	\$26,760	\$32,550
Nelson Canyon (42 stalls)	\$21,705	\$516	\$5,439	\$5,226	\$4,939	\$6,101

### ***Resourcing***

Initial implementation of pay programming at the Parks resulted in a demand for significant number of in-house staffing hours from multiple divisions including Finance, Engineering, Communications, Corporate Services, and Parks, Culture & Community Services. In the months following the initial implementation, the resource demand has decreased but not to the extent that was estimated. It is anticipated that an understanding of internal resource programming needs will continue to be realized as the program progresses. Moreover, and as discussed in the previous staff report titled “Destination Parks Pay Parking Program Implementation”, dated April 20, 2023, should Council expand programming within the District, additional internal resourcing to support the administration, planning, implementation, and program development, will be required.

#### **6.2 Climate Change & Sustainability**

Pay parking can be considered a highly effective traffic demand management tool where it can incentivize the reduction of auto use. Reduced auto use has the positive environmental impact of reducing greenhouse gases.

#### **6.3 Public Engagement and Outreach**

Council has directed staff that a public outreach “inform” approach be taken. Staff from Community Relations & Communications developed a communications strategy to guide the implementation phase of the new programming introduction. Communications tactics deployed as part of the strategy included site signage, a news post on the District website, social media, pay parking program web page, media and two educational videos. This strategy was intended to ensure residents and visitors were informed and provided resources to successfully access the programming.

#### **6.4 Other Communication, Consultation, and Research**

As part of the communications strategy developed, staff from Community Relations & Communications and Bylaw & Licensing developed supporting procedures for responding to program enquiries, escalating operational concerns to the operator, and capturing feedback from park visitors.

## 7.0 Options

### 7.1 Recommended Option

THAT

1. the Council report titled "Pay Parking at Destination Parks 6-month Update" dated July 1, 2024, from the Director of Engineering and Transportation Services and the Deputy Municipal Manager / Director, Parks, Culture & Community Services, be received for information; and
2. Council direct staff to investigate and report back in the fall of 2024, on permit exemptions for pay parking programming.

### 7.2 Considered Options

Council may request further information or provide alternate direction (to be specified).

## 8.0 Conclusion

This report provides a summary of the initial 6-month implementation period of pay parking in at Whytecliff, Nelson Canyon and Lighthouse Parks. The report describes administrative, operational, cost, and revenue learnings during this initial programming period. Parks.

Authors:



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