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

**COUNCIL REPORT**

Date:	August 29, 2025
From:	Emily Willobee, Senior Manager, Engineering Services
Subject:	Pay Parking Implementation Plan for Business Area Adjacent Parks
File:	1700.09

**RECOMMENDATION**

THAT

the report from the Senior Manager, Engineering Services dated August 29, 2025, titled “Pay Parking Implementation Plan for Business Area Adjacent Parks” be received for information.

THAT

1. Council supports the implementation plan provided in the report from the Senior Manager, Engineering Services dated August 29, 2025, titled “Pay Parking Implementation Plan for Business Area Adjacent Parks”, with proposed timeline of 6 months;
2. staff prepare the proposed spillover parking policy, and bring it forward for Council consideration and approval at a regular meeting before the end of 2025;
3. staff prepare a traffic count program to measure on-street parking trends in areas adjacent to where pay parking is implemented, to be funded by pay parking revenue; and
4. staff report back to Council before April 2026 with a progress update and to confirm Council direction before launching pay parking in business adjacent parks (Argyle Avenue between 14th and 16th Street, John Lawson Park, and/or Dundarave Park).

**1.0 Purpose**

This report responds to Council's direction at the July 7, 2025, regular meeting to continue to work with this Ambleside Dundarave Business Improvement Area (ADBIA) to advance pay parking in parks adjacent to the business areas (specifically, Argyle Avenue between 14th and 16th Streets, John Lawson Park and Dundarave Park) and report back with an implementation plan for introducing pay parking at these destination parks.

These three park locations are each within close proximity of the District's village centres in Ambleside and Dundarave, which serve as the District's commercial centres. These parks are also characterized as being located within neighbourhoods that have significantly greater housing density than parks where pay parking has previously been introduced.

Potentially negative impacts of spillover parking are more likely in commercial areas and neighbourhoods with greater proximity housing density, which are generally characterized as having higher demand for on-street parking.

The report proposes a plan that recommends several elements that staff consider essential to have in place in order to measure and respond to spillover parking impacts of expanding the pay parking in destination parks program to these additional parks.

The enclosed proposed plan reflects the most expedient timeline for implementation in these parks, should Council wish to have these elements in place prior to expanding pay parking into these locations.

## 2.0 Legislation/Bylaw/Policy

The District currently does not have a specific policy in place to manage and inform decision making regarding on-street parking, nor does it have a general policy on pay parking. Current parking regulatory tools are enabled in the **Traffic and Parking Regulation Bylaw 4370, 2004**, and deployed at staff's discretion.

The **Pay Parking Exemptions Policy** No. 0198 was adopted by Council in April 2025 and took effect May 1, 2025. The policy and supporting Pay Parking Exemptions Procedure No. 0199 establish pay parking exemptions for people whose vehicles have Veterans or Memorial Cross licence plates and people whose vehicles display a valid accessible parking placard. The policy also allows for the Director of Parks, Culture & Community Services or delegate to approve exemptions on a case by case and time-limited basis for volunteers engaged in activities that support the betterment of a District park or trail.

The **2016 Ambleside Waterfront Concept Plan** was endorsed by Council in June 2016. This plan and the associated *Ambleside Waterfront Park Implementation Project* are informed by and supportive of policy and guidelines in the Official Community Plan. These describe a phased implementation of the plan over several years, which includes the phased vehicular closure of Argyle Avenue to allow for a future Spirit Trail extension. The plan describes an active transportation corridor for bicycles and pedestrians along what is currently the Argyle Avenue road alignment.

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 schools fees, more concessions/cafes, picnic shelter booking charge, vending machines, equipment rentals, advertising on park maps.

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

#### Council's Strategic Plan 2024-2025

Strategic Goals include delivering municipal services effectively and enhancing the social well-being of our community. The following objective is applicable:

- Objective 5.7 Establish Park zone pay parking.
- Deliverable 5.7.1 Pay parking established in Council approved park zones (2024-2025+).

#### Official Community Plan

Sections 2.4 and 2.7.1 of the District's Official Community Plan (OCP) contains supporting language relating to transportation and road network accessibility, as well as managing the District's valuable park system and open spaces.

Sections BF-B 4 and BF-C 3 of the OCP provide area-specific policies and guidelines for multi-family residential and commercial areas of Ambleside Village respectively. Policy BF-C 4.7 contains language supporting a management approach for the Argyle Waterfront as an urban waterfront destination that complements and enhances the Ambleside Village Centre, and includes a continuous public walkway for pedestrians and cyclists. Policy BF-C 4.8 includes language supporting periodic review of parking in Ambleside Village Centre and making adjustments to policy as required.

Section BF-C 4 of the OCP provides area specific policies and guidelines for commercial areas of Dundarave Village.

### **4.0 Financial Implications**

This section provides information on potential revenue associated with introducing pay parking at Argyle Avenue between 14th and 16th Streets, John Lawson Park, and/or Dundarave Park.

It also provides a snapshot of other potential financial impacts. These are more difficult to quantify, such as financial implications of spillover impacts on business and District administrative costs. Both are likely, but difficult to estimate.

Pay parking revenue potential for business adjacent waterfront parks

Revenue projections associated with expansion of pay parking to Argyle Avenue between 14th and 16th Streets, John Lawson, and Dunderave Parks were previously provided to Council as part of report titled “Pay Parking Expansion” dated October 1, 2024, which was received for information at the November 18, 2024, Regular Meeting.

Gross revenue projections for pay parking in Argyle Avenue between 14th and 16th Streets, John Lawson Park and Dunderave Park are provided below. As in the previous report, the projections below do not account for a management fee to the contracted service provider.

Gross Revenue Projections per Park

<b>Parking Areas</b>	<b>Parking Stalls</b>	<b>Projected Annual Revenue</b>
Argyle Avenue from 14th to 16th Streets	73	\$118,625
John Lawson Park	71	\$150,875
Dunderave Park	84	\$157,500
<b>TOTAL</b>	<b>228</b>	<b>\$427,000</b>

These revenue projections estimates are intentionally conservative and rely on similar assumptions to the pre-implementation revenue projections made for Phase 1 (Lighthouse, Nelson Canyon, Whytecliff parks), Phase 2 (Cypress Falls and Seaview Walk) and Phase 3 (Ambleside Park).

Projections assume that a pay parking program for these business adjacent parks would be implemented in a manner consistent with previous parks, which means that:

- a PayByPhone model is deployed with no physical pay stations;
- pay parking would be in effect year-round, between 7 a.m. to 10 p.m., seven days a week;
- that parking rates remain at \$3.75 per hour, plus applicable taxes and transaction fees;
- annual pass eligibility for current residents of West Vancouver at no cost to resident; and
- pay parking exemptions only for people displaying veteran or memorial cross license plates, and people with SPARC disability placards, in accordance with the Pay Parking Exemptions Policy as approved by Council in 2024.

The assumed split between non-resident and resident utilization for the calculation of projected revenues is 40% residents and 60% non-resident given that these parks generate significant usage by non-resident visitors.

Capacity usage or turnover rates are based on assumptions specific to the designated area(s) and potential user groups. Projections also consider that usage rates vary between weekday and weekend, and anticipate the continued periodic closures of some areas to accommodate major annual special events that take place in the subject parks (e.g. Harmony Arts). However, projections do not account for any potential future, phased vehicular closure of Argyle Avenue to accommodate an active transportation corridor for bicycles and pedestrians in accordance with the Ambleside Waterfront Concept Plan.

These revenue projections also do not account for potential impacts of the introduction of pay parking on other types of revenue currently generated from these parks through other various rental, permit, and user fees. The District collects revenue from arts programming (e.g. activities hosted at the Ferry Building Gallery), as well as special events and filming permits. The introduction of pay parking could influence non-resident participation in these events or activities, which may have negative revenue impacts in other budget areas.

Finally, there is some uncertainty with regard to the revenue impacts of providing no cost annual passes for residents of West Vancouver. The financial impact of this policy depends on the number of residents who register for the annual pass and the frequency with which those residents visit parks where pay parking has been introduced.

#### Other potential financial impacts

Other financial impacts are more difficult to quantify. First, the introduction of pay parking in business adjacent parks could shift parking behaviour in ways that could have a negative financial impact to local businesses.

Secondly, the introduction of pay parking in these more complex park areas is likely to require more District resources to manage – particularly if it results in additional parking congestion and enforcement demands in adjacent on-street parking areas.

Both these impacts are likely, but their real financial implications are difficult to estimate at this stage.

#### *Perception of negative financial implications on local businesses*

The introduction of pay parking in parking areas for these destination parks may push park visitors to park on-street to avoid paying for parking. This “spillover parking” behaviour may reduce availability of on-street parking for the customers and/or staff of local businesses. An increase in

on-street parking challenges could result in financial impacts to local business operators.

This is a key concern for local businesses, as expressed consistently by representatives of the ADBIA.

#### *District resourcing requirements*

The proposed implementation plan includes two key, time-sensitive elements that staff recommend having in place prior to expanding pay parking to business adjacent parks. These are the development of a Council-approved Spillover Parking Policy and a proposed on-street parking count program to measure and manage spillover parking concerns.

The cost and administrative resourcing requirements associated with those elements is difficult to estimate in advance. To develop a Spillover Parking Policy, staff time will be required from multiple departments including Engineering and Transportation, Legislative Services, and Bylaw.

It is likely not cost effective or viable from resourcing perspective to conduct the proposed on-street parking count program with in-house resources. Staff may consider outsourcing this work to a specialized service providers though a competitive bid process. In this case, it is proposed that costs for the proposed count program be funded by pay parking revenues.

District resource requirements associated with other elements of the implementation plan – developing Spillover Parking Procedures, and considering adjustments to enforcement capacity – are difficult to estimate at this time. In particular, the proposed review of enforcement capacity for on-street could result in additional resource requirements with potential impacts to 2026 or future budgets. If resources are required, they could potentially be funded by pay parking revenue.

Administrative resource and cost impacts will be almost certainly higher if critical elements included in the proposed plan are not addressed and planned for in advance.

## **5.0 Background**

### **5.1 Previous Decisions**

At its **July 7, 2025, regular meeting**, Council approved the following motion:

*THAT*

- 1. Staff continue to work with the ADBIA to advance the implementation of pay parking in parks adjacent to the business*

- areas (Argyle Avenue between 14th and 16th Streets, John Lawson Park, and Dundarave Parks; and*
- 2. prior to launching pay parking in these parks adjacent to business areas, staff be directed to report back to Council at a regular meeting with an implementation plan to receive further direction, and a decision reached, by the end of September 2025.*

At its **February 24, 2025, regular meeting**, Council brought forward and approved the following motion:

*THAT*

- 1. staff be directed to hire a contract Parking Program Lead to work with the Ambleside and Dundarave Business Association (ADBIA) to explore and support enhanced parking opportunities in our Ambleside and Dundarave business areas, and to support the planning, implementation, and program development of pay parking within and adjacent to the ADBIA boundaries in West Vancouver, to be funded by the revenue generated through pay parking programming;*
- 2. staff be directed to take steps necessary to proceed with implementation of pay parking at Cypress Falls Park, Seaview Walk Park, consistent with the phase one pay parking programming format;*
- 3. when the new Parking Program Lead is hired, staff be directed to proceed with implementation and work with the ADBIA throughout the implementation of pay parking within the business areas (John Lawson and Dundarave Parks), to monitor the program, and to report back to Council on its progress;*
- 4. staff prepare an update of the District's applicable bylaws in connection to on-street parking offenses and penalties for the purposes of pay parking programming enforcement;*
- 5. staff report back to Council with a Parking Policy to support pay parking programming expansion based on the Parking Policy Framework Parameters; and*
- 6. staff be directed to engage Squamish Nation regarding advancement of pay parking in Ambleside Park, and report back to Council.*

At its **November 18, 2024, regular meeting**, Council received a report dated October 1, 2024, titled "Pay Parking Expansion", which was prepared for Council by the Director, Engineering & Transportation Services and Director, Parks, Culture and Community Services. Council approved the following motions:

*THAT the October 1, 2024, Council report from the Director of Engineering & Transportation Services and the Deputy Municipal Manager / Director of*

*Parks, Culture & Community Services titled “Pay Parking Expansion” be received for information.*

*THAT net revenues from the pay parking program be used to support District Parks, Culture, and Community Services.*

*THAT Council defer consideration of the following recommendations, outlined in the October 1, 2024 Pay Parking Expansion report, to a future meeting:*

*“THAT staff be directed to hire a temporary full time Parking Program Coordinator to support the administration, planning, implementation, and program development, to be funded by the revenue generated through pay parking programming; and*

*THAT staff be directed to proceed with phase two pay parking by moving forward with the following next steps:*

- 1. staff engage various landowners in order to advance phase two pay parking, this includes Squamish Nation, West Vancouver School District, and BC Hydro;*
- 2. staff report back to Council with an update on the outcome of these discussions and to receive direction to confirm the timing and implementation of phase two pay parking programming;*
- 3. staff report back to Council with a Parking Policy to support pay parking programming expansion based on the Parking Policy Framework Parameters;*
- 4. staff prepare an update of the District’s applicable Bylaws in connection to on-street parking offenses and penalties for the purposes of pay parking programming enforcement; and*
- 5. consistent with phase one pay parking programming, that staff proceed based on informing, rather than engaging with, the public.”*

## **5.2 History**

This section of the report provides an overview of relevant history and context to inform discussion.

First, it reviews background of the District’s pay parking in destination parks program including the launch of pay parking in Ambleside Park, which is currently in progress.

Next, it provides an overview of the location and considerations for each of the business adjacent waterfront parks where Council is considering implementing additional pay parking zones. These include Dundarave Park, John Lawson Park, and Argyle Avenue between 14th and 16th Streets.

Then follows a summary of past and present feedback from the ADBIA about the potential expansion of pay parking to these business adjacent

park areas. A primary concern is that introduction of pay parking in parking areas for these destination parks may push park visitors to park on-street to avoid paying for parking. This “spillover parking” behaviour may reduce availability of on-street parking for the customers and/or staff of local businesses.

Finally, there is an overview of the District’s current approach for managing parking demand in the business districts and a summary of what on-street parking policies and regulatory tools are or are not in place in the District.

### Pay parking in destination parks program background

In 2023, Council directed staff to proceed with phased implementation of pay parking for select destination parks. The initial phase of the District’s pay parking program launched in February 2024 at three destination parks: Lighthouse, Nelson Canyon, and Whytecliff parks. To keep upfront capital investment low, the District’s pay parking program has been implemented without physical pay stations.

The phased implementation approach was intended to allow the District to launch this new program without additional upfront staff or capital resourcing, establish new business and operations functions, and learn lessons that could be applied should the program be scaled up to additional more complex locations. These three destination parks, while being very popular, have less complex impacts than other destination parks because their adjacent land use is primarily residential.

Following the initial program launch, staff documented and compiled various learnings, challenges, and public feedback, which were summarized in a report titled “Pay Parking at Destination Parks 6 Month Update” presented at a July 22 2024, Council meeting.

In November 2024, Council received a report titled “Pay Parking Expansion” dated October 1, 2025. This report outlined considerations for expansion of the pay parking into five additional parks: Cypress Falls, Seaview Walk, Ambleside (including Argyle Avenue from 14th to 16th Streets), John Lawson, and Dundarave parks. The report was received for information. However, subsequently, Council clarified that Argyle Avenue from 14th to 16th Streets should not be considered part of Ambleside Park. Council directed staff to consider this section of Argyle Avenue along with the other two business-adjacent park areas of John Lawson and Dundarave parks.

In February 2025, Council directed staff to proceed to implement pay parking programming at two additional parks (Seaview Walk and Cypress Falls) and to initiate other activities that would resume progress on the pay parking program expansion described in the November 2024 report.

### *Ambleside Park expansion*

In July 2025, Council directed staff to proceed to implement pay parking programming at Ambleside Park. Ambleside Park is the District's largest destination park and is characterized by a greater deal of complexity than all previous parks combined. This is due to the size of the park, number of affected stakeholders, adjacent land uses, the presence of the boundary with Capilano Reserve 5 and existing time restricted parking zones within the park.

With the main entrance at 13th Street and Argyle Avenue, the park is located adjacent to denser residential areas than previous parks and in close proximity to commercial centres at Ambleside Village and Park Royal. The park includes and abuts Capilano Reserve No 5 lands. The park amenities and associated sports fields are host to variety of tenants and other stakeholders that rent space from the District including sports clubs, a concession and day care, event organizers, filming and others.

At writing of this report, Ambleside Park pay parking launch is in progress with the program to be fully in effect by September 15, 2025.

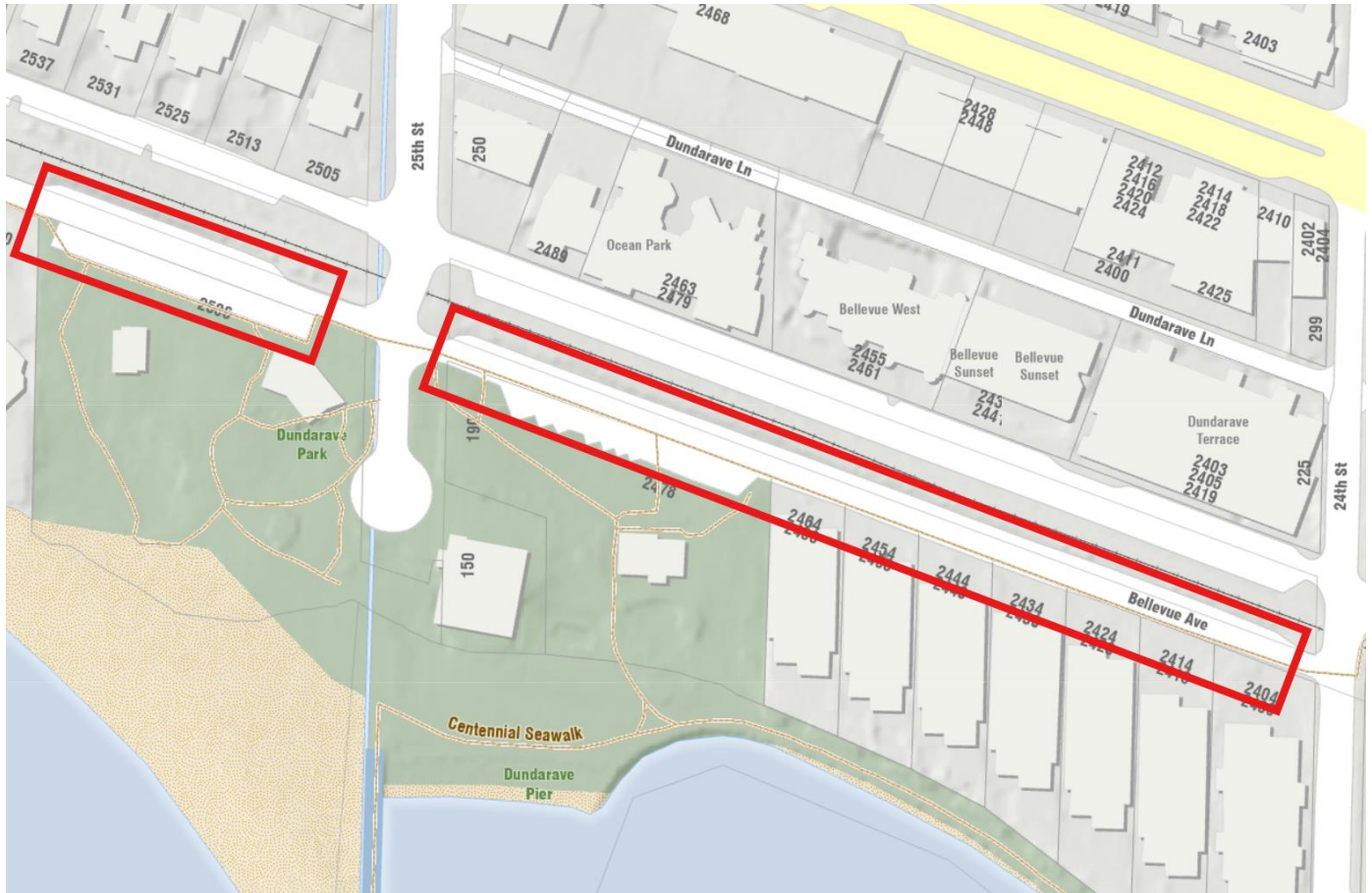
### Location & considerations for these business adjacent parks

#### ***Dundarave Park***

Dundarave Park marks the beginning of the Centennial Seawalk and provides waterfront access to the Burrard Inlet with a wide sandy beach and pier. The park is mainly accessed from the foot of 25th Street. There are approximately 84 parking stalls along lower Bellevue Avenue to the east and west of 25th Street where visitors can park on-street. These are considered designated parking areas for Dundarave Park, and current parking restrictions include a posted time limit of 4 hours.

Dundarave Park is immediately south of Dundarave Village and commercial area, which hosts several restaurants, shops and other businesses.

Figure 1 - Map of proposed Dundarave Park pay parking zones



### **John Lawson Park**

John Lawson Park is a waterfront park in West Vancouver and located along the Centennial Seawalk at the foot of 17th Street. It is adjacent to Millennium Park with access to amenities such as picnic areas, a splash park and playground.

There are two parking areas north of the railroad tracks with approximately 71 parking stalls. Some parking stalls are partially located within CN Rail Right of Way. Parking in this area is time limited to 2 hours.

**Figure 2 - Map of proposed John Lawson Park pay parking zones**



A portion of the parking areas for John Lawson Park are located on lands owned by BC Hydro and operated by the District as public parking under a long term lease. BC Hydro has expressed interest in installing public EV charging on a portion of its land, and the District is working with BC Hydro to support the potential project.

The parking areas are located immediately south of Ambleside Village and commercial area, which hosts a variety of shops, restaurants, and services.

Surrounding Ambleside Village are a number of multi-family residential developments, including some mixed-use residential and commercial developments.

### ***Argyle Avenue between 14th and 16th Street***

Like John Lawson Park, Argyle Avenue between 14th and 16th Street parking is also located south of Ambleside Village. It is separated from the central business area by railroad tracks.

Vehicles can access Argyle Avenue for the purposes of parking, but not through-travel. The area consists of 73 angular parking stalls accessed by a westbound one-way traffic pattern, and 3-hour time limited parking. The majority of parking stalls are partially located within CN Rail Right of Way, which is subject to a historical agreement and Bylaw the District entered into with the Pacific Great Easter Railway Company in 1929.

In addition to use by vehicular traffic, this section of Argyle Avenue is often used by pedestrians and cyclists in lieu of a Spirit Trail connection. The Spirit Trail, a multi-use active transportation corridor, currently ends at 14th Street and Argyle Avenue, then resumes at 16th Street and Argyle Avenue.

**Figure 3 - Map of proposed Argyle Ave Pay Parking Zone**



In June 2016, Council endorsed an Ambleside Waterfront Concept Plan that contemplates a future phased vehicular closure of Argyle Avenue. The closure would allow for the Spirit Trail extension along what is currently the Argyle Avenue road alignment. The concept plan and associated Waterfront Plan Implementation Project anticipate that this change would be realized in phases over a number of years.

At their regular Council meeting on Monday, March 31, 2025, Council announced that the final private property on the Ambleside waterfront (1444 Argyle Avenue) has been acquired by the District. This marked the last of 32 lots that the District has acquired on the Ambleside waterfront

since 1975 and represented a significant milestone in the implementation of the Ambleside Waterfront Concept Plan.

#### ADBIA previous input on pay parking in business adjacent parks

Per Council's February 24 2025, direction and the ADBIA's past request to maintain open communications on a regular basis with the District regarding advancement of pay parking, staff have been working with representatives from the ADBIA regarding the potential implementation of a pay parking program in areas adjacent to the business districts of Ambleside and Dundarave.

To date, key points of feedback and concern about introducing pay parking to these destination parks include the following:

- perception that there is an existing on-street parking shortage within commercial areas of both Ambleside and Dundarave
- concern that there is no excess capacity for increased on-street parking demands in the future, regardless of the introduction of pay parking in adjacent parks
- concern that the introduction of pay parking in parks will result in people parking on-street instead (spillover parking), and will increase competing demands for an already underserved on-street parking capacity
- concern that this could affect the financial well-being of businesses in the business district, hinder the ability to attract new high quality businesses and commercial tenants, and to retain existing ones
- perception that the impacts of the shortage are exacerbated by noncompliance and lack enforcement of existing parking restrictions, and this will become worse with potential spillover parking impacts

The ADBIA has been consistent in expressing that their greatest concern is the potential impact of spillover parking on businesses. Throughout engagement on this project, the ADBIA has also consistently supported greater enforcement of on-street parking regulations in the business districts to encourage parking turnover.

#### Business district parking utilization and spillover parking concerns

The introduction of pay parking in parking areas for these destination parks may push park visitors to park on-street to avoid paying for parking. This "spillover parking" behaviour may reduce availability of on-street parking for the customers and/or staff of local businesses.

Two previous staff reports have included overview of findings from business district parking utilization spot counts completed in summer 2024. A summary of these findings are included in **Appendix A**.

In short, the spot counts indicate there is merit to concerns about high existing parking demand, particularly during peak periods.

The District does not currently have a regular count program to monitor on-going parking trends in the Ambleside and Dundarave village centres.

In general, the District does not currently have a specific policy in place to manage and inform decision making regarding on-street parking. Current regulatory tools are enabled in the Traffic and Parking Regulation Bylaw 4370, 2004, and deployed at staff's discretion.

To manage parking demand in the business districts, the District currently uses a combination of parking regulatory tools. In these higher traffic commercial areas, the District currently deploys time limited parking to support parking turnover. In Ambleside and Dundarave villages, time-limited parking regulations typically consist of signed 1 or 2 hour parking zones, with some 15 or 30 minute drop-off areas. The District has also implemented a number of loading zones to accommodate deliveries and on-street accessible parking stalls in select locations.

Time-limited parking regulations are also in place in some park parking areas where parking demand is high. For example, John Lawson Park lots feature 2-hour time limited parking and Dundarave Park parking areas feature 4-hour time limited parking.

At present, the time-limited parking deployed in Ambleside and Dundarave commercial centres generally does not extend outside commercial areas into the nearby residential zones. It has not historically been necessary to do so. The District also does not currently have a resident permit parking system in or around the Ambleside or Dundarave village centres. Given housing density of the areas, implementing such a system could be resource intensive.

The District has no established policy on pay parking. Council has not yet provided policy direction to guide staff in measuring and responding to the spillover parking behaviour that could impact on-street parking availability in commercial and residential areas near destination parks where pay parking zones have been introduced.

## **6.0 Analysis**

### **6.1 Discussion**

Implementation of pay parking in parks with close adjacency to denser commercial and residential area is best done in context of a broader parking and transportation demand management strategy.

In the absence of such a strategy, staff have reviewed approaches used in other municipalities to manage spillover parking demand adjacent to pay parking zones, and distilled the key elements from those parking management approaches into a simplified implementation plan for the District's business adjacent parks.

The plan includes critical elements that are needed support the launch of pay parking and respond to potential spillover parking impacts. The plan elements and proposed timeline are described at a high level below, and in more detail in the attached **Appendix B**.

#### Critical elements of implementation plan for business adjacent parks

In developing an implementation plan for these business adjacent parks, staff focused on key policy and parking management tools to (a) mitigate impacts of spillover parking on residents living in adjacent residential areas and to (b) mitigate spillover impacts on local businesses by encouraging parking turnover in the adjacent business area.

The recommended implementation plan consists of five core, essential elements, as follows:

##### 1. Establish an on-street parking count program

The District does not have a regular count program to monitor on-going parking trends in the Ambleside and Dundarave village centres.

By establishing a regular count program over 12-24 months for areas adjacent to pay parking zones, staff can monitor on-street parking patterns and changes to those patterns that occur following pay parking implementation and are likely the result of spillover parking behaviours.

A parking count program is a critical element of the implementation plan because it would allow staff to measure and understand changes in on-street parking, and inform staff's use of regulatory tools outlined in the recommended Spillover Parking Policy.

Staff estimate a total of eight weeks will be required to set up this count system, which will continue to monitor on-street parking trends in the area over 12-24 months. The count program can be scoped and established within four weeks, and that baseline on-street parking data can be collected over another four weeks.

##### 2. Develop a Spillover Parking Policy for Council approval

A Spillover Parking Policy approved by Council will establish clear goals, definitions and a set of regulatory tools that staff would deploy to address spillover parking challenges of pay parking should they arise.

The Spillover Parking Policy will serve as guidance document for staff. The policy is a critical element of the implementation plan because it will describe what types of parking regulations to deploy to respond to spillover parking impacts, under what circumstances, and in what geographic areas.

Additionally, developing a Spillover Parking Policy would respond to and fulfill Council's February 2025 direction that staff prepare and report back to Council with a parking policy to support pay parking programming expansion.

Staff estimate the proposed policy can be developed and brought forward for Council consideration and approval within approximately eight weeks.

3. Spillover Parking Procedures that support the Spillover Parking Policy

Establishing supporting procedures takes longer than policy development, because procedures will establish how staff will implement the spillover parking policy. Procedures could include:

- administrative processes to deploy new regulatory tools,
- guidelines for the use of time-limited parking tools in commercial and adjacent residential areas,
- eligibility criteria for new resident permit parking zones.

Procedure development is a critical component of the implementation plan because it will inform how staff adjust on-street parking regulations (e.g. installation of additional time-limited parking zones) to reduce the impact of spillover parking on nearby residents and businesses.

Procedure development process will also inform necessary bylaw amendments, which responds to Council's February 2025 direction to prepare an update of the District's applicable bylaws in connection to on-street parking offenses and penalties for the purposes of pay parking programming enforcement.

While procedure is a critical component of plan implementation, procedure development is less time-sensitive than the previous two components. Procedures can be developed while the pay parking program continues to expand.

Staff estimate it could take 8 months to develop spillover parking procedures and bring these forward for Council consideration and approval. However, this work can happen concurrently with other elements of the implementation plan.

4. Consider opportunities to adjust parking enforcement capacity

Stakeholders who are concerned about spillover parking are also concerned about the District's parking enforcement capacity for on-street areas adjacent to pay parking zones.

On-street parking regulations like time-limited parking and loading zones are already in place in commercial areas to encourage on-street parking turnover, and these are most effective where actively enforced.

Enforcement considerations are a critical element of the implementation plan because spillover parking impacts of expanding pay parking to business adjacent parks could put further strain on the District's limited parking enforcement resources.

While this element is critical, it is also less time sensitive. Internal discussions about how to adjust enforcement capacity have already begun, and are expected to be on-going. The District regularly reviews enforcement demands and resourcing as part of annual budgeting and work-planning process.

Opportunities to adjust enforcement capacity and/or enforcement approaches in response to pay parking can be considered concurrently while other elements of the plan move forward.

Notably, this element of the implementation plan is most likely to reveal additional resource requirements with potential impacts to 2026 or future budgets. Resources may be required, but could potentially be funded by pay parking revenue.

5. Prepare to launch pay parking in business adjacent parks

Council may ultimately direct staff to implement pay parking in all three parks at the same time, or to continue moving forward in stages.

Regardless of the staging, it would take a minimum of approximately eight weeks for staff to work with the District's contracted pay parking provider (Impark) to prepare the launch of any new pay parking location.

Each elements of the proposed plan above are also described in attached **Appendix B**.

Recommended timeline for plan implementation

Staff strongly recommend that significant progress be made on critical elements 1 and 2 of the implementation plan prior to launching pay parking in the business adjacent parks.

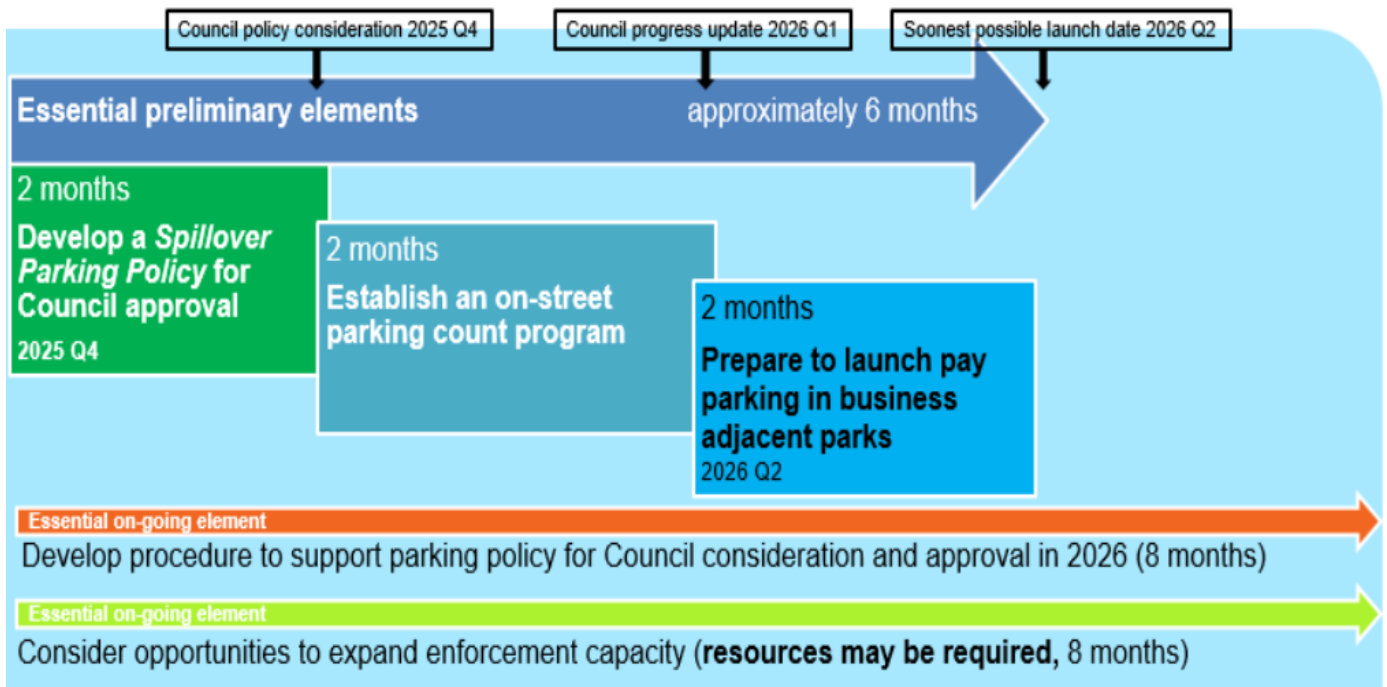
The proposed on-street parking count program and Spillover Parking Policy guidance are essential to establish a mechanism by which to measure whether and where spillover impacts are occurring and what on-street parking regulations could be deployed to address them.

**Figure 4** provides a proposed timeline for the implementation plan. Progress on the first two elements are proposed to happen over four months, and will include two touchpoints with Council to confirm direction

before launching pay parking at business adjacent parks in the first half of 2026.

The proposed timeline provides an ambitious path that achieves a basic framework by which staff can identify and respond to spillover parking challenges should they arise, if Council chooses to expand pay parking to Argyle Avenue between 14th and 16th Streets, John Lawson Park and/or Dundarave Park.

**Figure 4 - Proposed Timeline for Plan Implementation**



The proposed Spillover Parking Policy will require Council’s consideration and approval in a regular meeting. Staff estimate the proposed policy can be brought forward for Council consideration and approval before the end of this calendar year.

The plan recommends the proposed count program be initiated before pay parking program expansion to business adjacent parks. The count program should continue over at least a 12 to 24-month horizon to measure changes in on-street parking trends following pay parking implementation. If the count program has cost implications (e.g. engaging a service provider), it is proposed those costs be funded by pay parking revenue.

The timeline proposes the count program be initiated prior to program launch in order to collect some degree of baseline data. However, under the proposed timeline, the count program will not be in place for a full 12 months prior to pay parking expansion. Winter months tend to be periods of lower parking demand for waterfront destination parks as well as adjacent on-street parking areas. Baseline data collected only during the

winter does not necessarily reflect the annual and seasonal variations in on-street parking demand. Staff could potentially refer back to the parking utilization spot counts completed in 2024, **Appendix A**, as a proxy for summer baseline data.

This timeline proposes staff update Council again on progress of these two items in early 2026, while seeking Council confirmation to proceed with launch.

The proposed Spillover Parking Procedures, and opportunities to adjust enforcement capacity (elements three and four of the implementation plan) are more complex and have a longer implementation horizon but are proposed to move forward while other elements of the implementation plan progress.

## 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.

Spillover parking challenges, however, can increase the amount of time that vehicles spend circling the block to look for a parking space. The benefits of pay parking tools are best achieved in context of a broader parking and transportation demand management strategy.

## 6.3 **Public Engagement and Outreach**

As part of the approach to Phase 1 of the pay parking programming implementation, Council directed staff to take an “inform” approach to public outreach. Staff continue to apply the “inform” approach for public and stakeholders, until Council provides alternate direction.

To keep public and stakeholders informed, staff from Community Relations & Communications developed a communications strategy to guide the implementation at each phase of the program expansion:

- Phase 1 (summer 2024): Whytecliff, Lighthouse, and Nelson Canyon parks
- Phase 2 (May 2025): Cypress Falls and Seaview Walk parks
- Phase 3 (in progress for September 2025): Ambleside Park excluding the portion within Squamish Nation’s Capilano Reserve 5

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, and a downloadable one-page pamphlet on “how to pay for pay parking”, as well as media and an educational video. This

strategy is intended to ensure residents and visitors are informed and provided resources to successfully access the programming.

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

Some of the parks considered for expansion are characterized by greater complexity due to matters such as land ownership and lease agreements, adjacent land uses, hosted amenities, and proximity to commercial areas.

To advance implementation of pay parking in Ambleside Park, Argyle Avenue between 14th and 16th Streets, John Lawson Park, and Dundarave Parks, the District has sought to engage with landowners, including Squamish Nation and BC Hydro.

In February 2025, Council directed staff to initiate some targeted engagement of Squamish Nation and the ADBIA as it relates to expansion of the pay parking program into Ambleside Park and business adjacent park areas in Ambleside and Dundarave.

Staff have also reached out to counterparts neighbouring municipalities including the District of North Vancouver, City of North Vancouver, and Vancouver Parks Board to collect information on common and best practices regarding implementing new pay parking initiatives in destination parks located in close proximity to commercial and multi-family residential centres.

## 7.0 **Options**

### 7.1 **Recommended Option**

THAT

the report from the Senior Manager, Engineering Services dated August 29, 2025, titled “Pay Parking Implementation Plan for Business Area Adjacent Parks” be received for information.

THAT

1. Council supports the implementation plan provided in the report from the Senior Manager, Engineering Services dated August 29, 2025, titled “Pay Parking Implementation Plan for Business Area Adjacent Parks”, with proposed timeline of 6 months;
2. staff prepare the proposed spillover parking policy, and bring it forward for Council consideration and approval at a regular meeting before the end of 2025;
3. staff prepare a traffic count program to measure on-street parking trends in areas adjacent to where pay parking is implemented, to be funded by pay parking revenue; and

4. staff report back to Council before April 2026 with a progress update and to confirm Council direction before launching pay parking in business adjacent parks (Argyle Avenue between 14th and 16th Street, John Lawson Park, and/or Dundarave Park).

This is the recommended option. The proposed implementation plan outlines a basic framework by which staff can measure and manage a response to potential spillover parking impacts. The proposed timeline provides an ambitious path to achieve that basic framework in advance of launching pay parking in destination parks with close adjacency to commercial areas.

By establishing this minimum framework, Council will provide staff the minimum necessary tools to identify and respond to spillover parking challenges should they arise.

## 7.2 Alternate Options

Staff also considered three alternative options when preparing this report.

### **Alternative 1: Proceed more quickly**

First, Council could recommend that staff proceed to implement pay parking more quickly and without first completing steps as described in the implementation plan provided as Appendix B of this report.

This option does not allow for staff to establish a basic framework to address spillover parking impacts, which are anticipated to result from introducing pay parking zones for Argyle Avenue between 14th and 16th Streets, John Lawson Park, and/or Dundarave Parks.

This option is not recommended.

- Spillover parking impacts could be significant and negative for nearby residents and businesses.
- It will be more resource intensive if staff are required to respond to these issues without the recommended framework in place.
- Staff will not have appropriate tools to identify, measure, and respond to spillover parking concerns should they arise.

However, should Council wish to proceed with this direction, the following option is provided:

THAT

the report from the Senior Manager, Engineering Services dated August 29, 2025, titled "Pay Parking Implementation Plan for Business Area Adjacent Parks" be received for information.

THAT

1. staff proceed to launch pay parking on Argyle Avenue between 14th and 16th Street by the end of 2025 and report back to Council with an update 6 months after implementation;
2. staff proceed to launch pay parking at John Lawson Park by the end of 2025 and report back to Council with an update 6 months after implementation; and
3. staff proceed to launch pay parking at Dundarave Park by the end of 2025 and report back to Council with an update 6 months after implementation.

Should Council support this alternative option, staff will prioritize implementation of pay parking in these parks. Given limited staff resources, other elements as described in the implementation plan and provided in Appendix B of this report must be deferred.

Staff will not have established a count program to measure if and where spillover parking impacts have occurred. Staff will not have established a set of on-street parking regulations to address spillover parking, and will not have received Council direction, in the form of a Spillover Parking Policy, to guide a response.

### **Alternative 2: Proceed more slowly**

Second, Council could support the proposed implementation plan but with an *extended timeline* that allows for 12 months of on-street parking data collection in adjacent areas. A 12-month period of baseline data collection would better document current seasonal parking trends in on-street areas adjacent to Argyle Avenue between 14th and 16th Streets, John Lawson Park, and Dundarave Parks.

An extended timeline would also allow for staff to make more substantial progress on essential elements (3) spillover parking procedure development and (4) exploring opportunities for enforcement capacity as described in the implementation plan and provided as Appendix B of this report.

Should Council wish to proceed with this direction, the following option is provided:

THAT

the report from the Senior Manager, Engineering Services dated August 29, 2025, titled "Pay Parking Implementation Plan for Business Area Adjacent Parks" be received for information.

THAT

1. Council supports the implementation plan provided in the report from the Senior Manager, Engineering Services dated August 29, 2025 titled "Pay Parking Implementation Plan for Business Area Adjacent Parks", but with a revised timeline of 12 months;

2. staff prepare the proposed spillover parking policy, and bring it forward for Council consideration at Regular Meeting before the end of 2025;
3. staff prepare a count program to measure on-street parking trends in areas adjacent to where pay parking is implemented for 12 months, with work funded by pay parking revenue; and
4. staff report back to Council before the end of 2026 with a progress update on the above and to confirm Council direction before launching pay parking in business adjacent parks (Argyle Avenue between 14th and 16th Street, John Lawson Park, and/or Dundarave Park).

This option may be preferred by the ADBIA.

### **Alternative 3: Council provides other direction**

Finally, Council could receive the report for information and request that staff provide additional information about any of the above options, or could provide other alternate direction.

## **8.0 Conclusion**

This report responds to Council's direction at the July 7, 2025 Regular Meeting to continue to work with this Ambleside Dundarave Business Improvement Area (ADBIA) to advance pay parking in parks adjacent to the businesses areas (specifically, Argyle Avenue between 14th and 16th Streets, John Lawson Park and Dundarave Park) and report back with an implementation plan for introducing pay parking at these destination parks.

These three park locations are each within close proximity of the District's village centres in Ambleside and Dundarave, which serve as the District's commercial centres. These parks are also characterized as being located within neighbourhoods that have significantly greater housing density than parks where pay parking has previously been introduced.

Potentially negative impacts of spillover parking are more likely in commercial areas and neighbourhoods with greater proximity housing density, which are generally characterized as having higher demand for on-street parking.

The report proposes an implementation plan that provides for establishing a basic framework by which staff can measure and manage a response to potential spillover parking impacts, and that this framework be in place in advance of launching pay parking in destination parks with close adjacency to commercial areas.

Under the proposed timeline, a basic framework could be in place and pay parking could be launched in these parks by spring 2026.

The recommended timeline of six months includes two Council touchpoints – first Council will be asked to consider and approve a Spillover Parking Policy by year end. Second, Council will receive an implementation plan update in early 2026 and, at that time, can direct staff whether to proceed with pay parking for Argyle Ave between 14<sup>th</sup> and 16<sup>th</sup> Streets, John Lawson Park, and/or Dundarave Park.

Author:   
Emily Willobee, Senior Manager, Engineering Services

Appendices:

- Appendix A: Overview of findings from business district parking utilization counts completed June 2024
- Appendix B: Proposed plan and timeline for pay parking expansion to business adjacent parks

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**Appendix A: Overview of findings from business district parking utilization counts 2024**

**On-Street Parking Utilization**

Consistent with Council’s April 8, 2024, Council direction, staff collected 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.

Data was collected on two separate dates, a weekday and weekend during June 2024, at hourly intervals over 6 hours each day. While not an extensive data set, this will help to capture the existing parking demands and occupancy levels in these areas in order to assess peak parking hours, the utilization of different parking classifications, and determine any potential parking shortages or inefficiencies. In addition, and should implementation of phase two pay parking proceed, further utilization data would be collected on an ongoing basis to help to understand any impacts that pay parking has within these areas and to inform potential needs and effectiveness of available, implemented mitigation measures.

***Spillover Effects***

Findings of on-street parking utilization through data collection as part of the phase one pay parking programming was inconclusive. The baseline data collected suggested 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 remained within maximum ideal utilization rates.

It is anticipated that implementing pay parking programming expansion within the phase two identified parks may have more significant impact due to their location and adjacent land uses.

Commercial Areas

***Ambleside Summary***

To understand the existing parking demand in Ambleside, parking occupancy counts were done on Thursday June 6, and Saturday June 8, 2024.

**Figure 1** shows the Ambleside commercial area in blue, the proposed Ambleside pay parking areas in green, and the area where the parking occupancy data was collected.

**Figure 2** shows that on both Thursday and Saturday, the total observed parking occupancy is at or above 85% of capacity in the Ambleside parking count area. 85%

occupancy is considered the functional capacity which is the assumed occupancy level where it becomes difficult for drivers to find a suitable parking space and often end up circulating the parking area looking for a spot. It also accounts for poor parking or large vehicles taking more than one space.

In general, parking availability is greater between 16th and 19th Street on both weekdays and weekends. On the weekend parking occupancy on most blocks between 13th and 16th Street was between 85% and 100%.

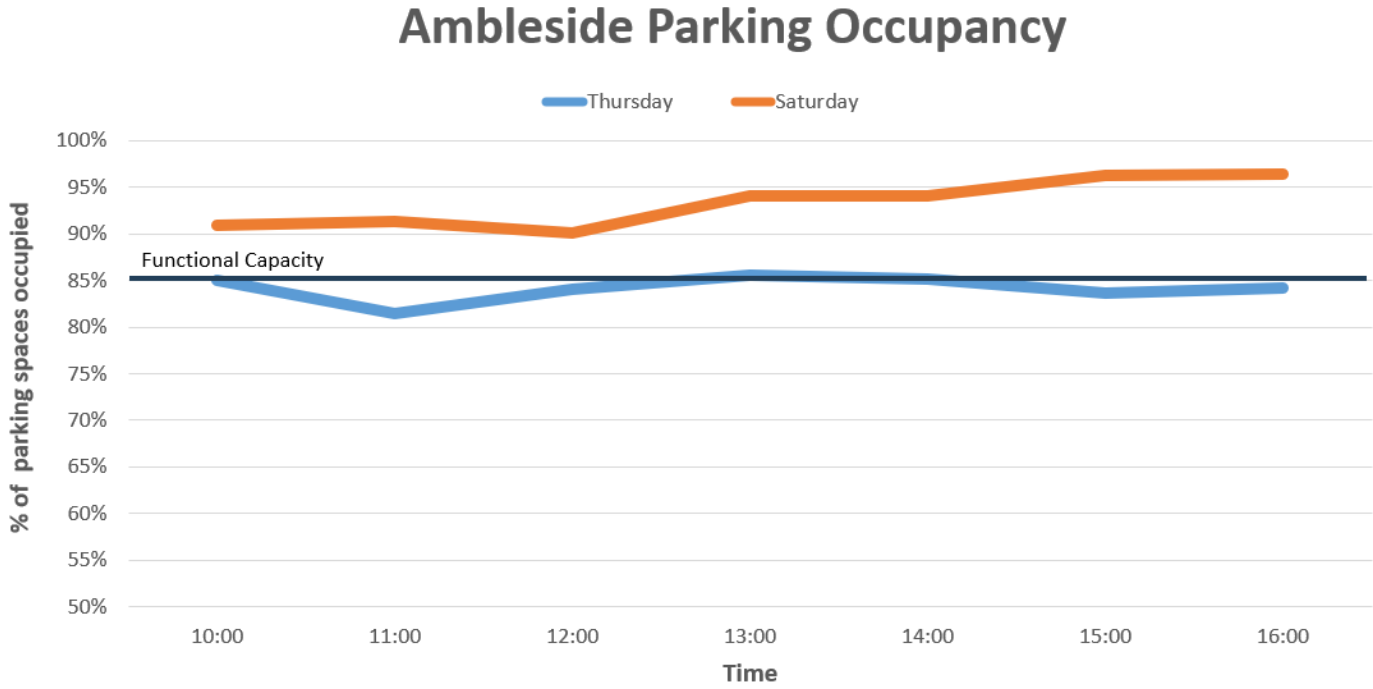
**Figure 3** shows the blocks where the average parking occupancy on the weekend was less than 85%.

In the proposed pay parking area on Argyle Avenue, between 14th and 16th Street, some of the highest parking occupancy rates were observed and distinct weekday/weekend patterns were observed. As shown in **Figure 4**. During the week, the peak demand along Argyle Avenue was in the afternoon and on the weekend the peak occurred in the morning. Occupancy exceeded the functional capacity all day.

**Figure 1 – Ambleside Commercial Area and Proposed Pay Parking Areas**



**Figure 2 – Total Parking Occupancy in Ambleside Parking Collection**



**Figure 3 - Blocks in the Ambleside Study Area with Average Weekend Parking Utilization Less Than 85%**

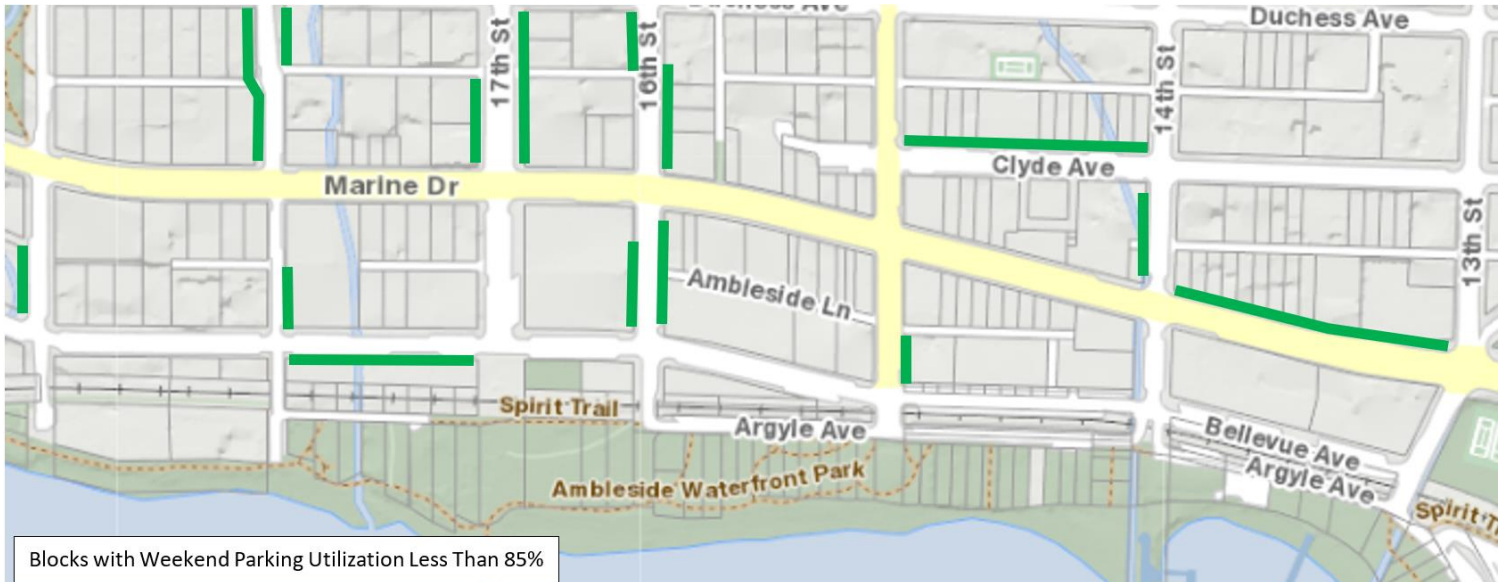
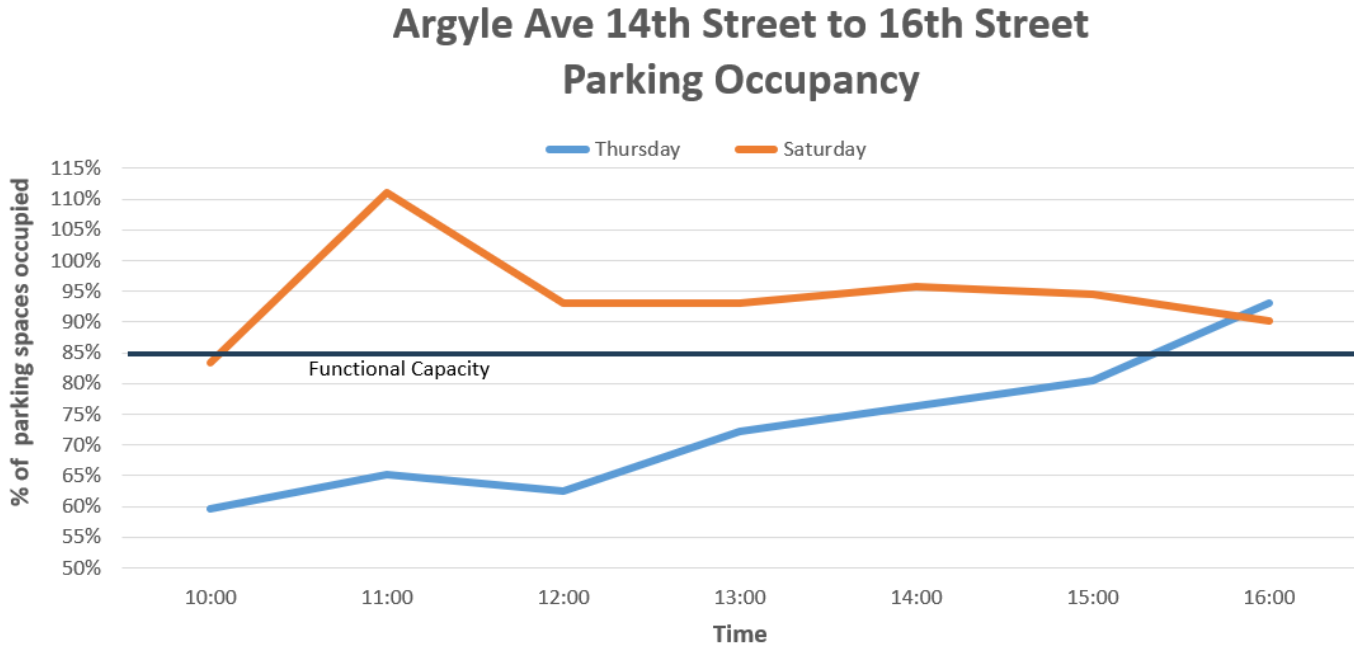


Figure 4 – Parking Occupancy on Argyle Avenue (Proposed Pay Parking Area)



Note - Parking exceeded capacity because some vehicles were in no parking areas and some were parked closer together than was assumed for the capacity calculation.

### Dundarave Summary

To understand the existing parking demand in Dundarave, parking occupancy counts were done on Thursday June 6, and Saturday June 8, 2024. **Figure 5** shows Dundarave commercial area in blue, the proposed Dundarave pay parking area in green, and the area where the parking occupancy data was collected.

**Figure 6** shows that on both Thursday and Saturday, the observed average parking occupancy did not exceed 85% of capacity. 85% occupancy is considered the functional capacity which is the assumed occupancy level where it becomes difficult for drivers to find a suitable parking space and often end up circulating the parking area looking for a spot. It also accounts for poor parking or large vehicles taking more than one space.

While the function capacity was not exceeded for the whole study area, there were areas where the parking occupancy exceeded the functional capacity for most of the day, shown in **Figure 7**. The areas that exceeded the functional capacity were Marine Drive, 24th Street, and south Bellevue Avenue, the areas closest to the commercial area or to Dundarave Park.

In the proposed pay parking areas on Bellevue Avenue, some of the highest parking occupancy rates were observed and distinct weekday/weekend patterns were observed. Shown in **Figure 8**, during the week, the peak demand along the Dundarave park frontage was around noon and the functional capacity was only exceeded around lunchtime. On the weekend, the peak demand was in the afternoon and the functional capacity was exceeded all day.

**Figure 5** – Dundarave Commercial Area and Proposed Pay Parking Area



Figure 6 – Total Parking Occupancy in the Dundarave Parking Collection Area

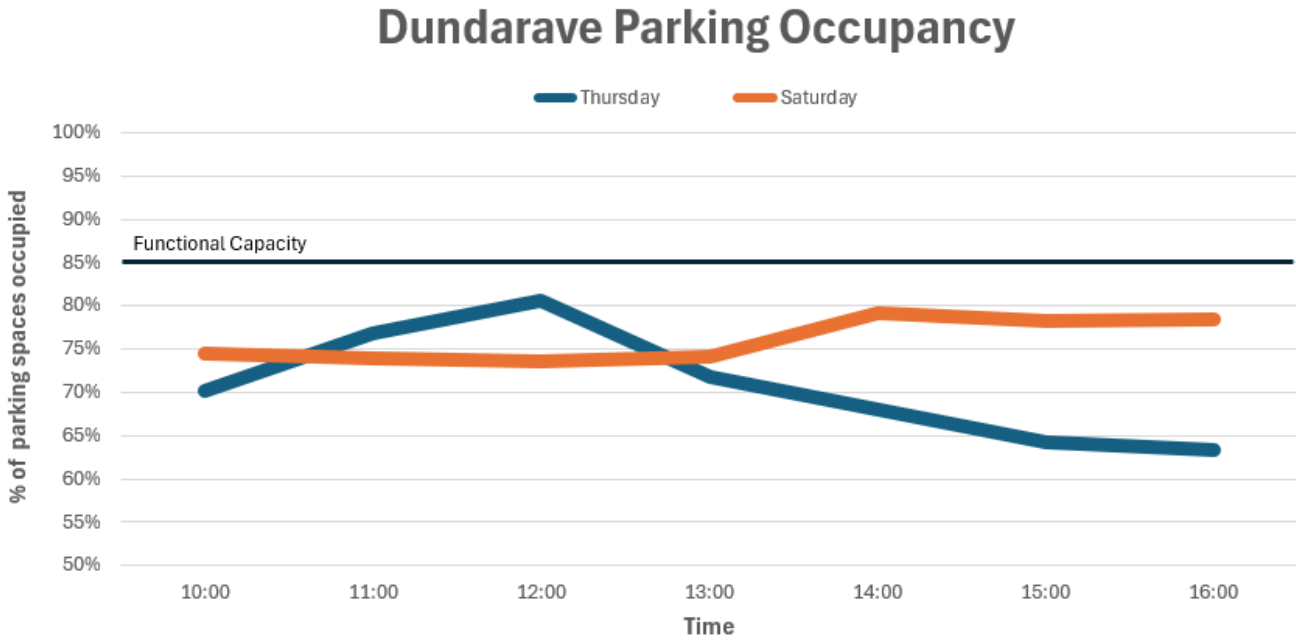


Figure 7 – Dundarave Parking Areas that Exceeded Functional Capacity for Most of the Day

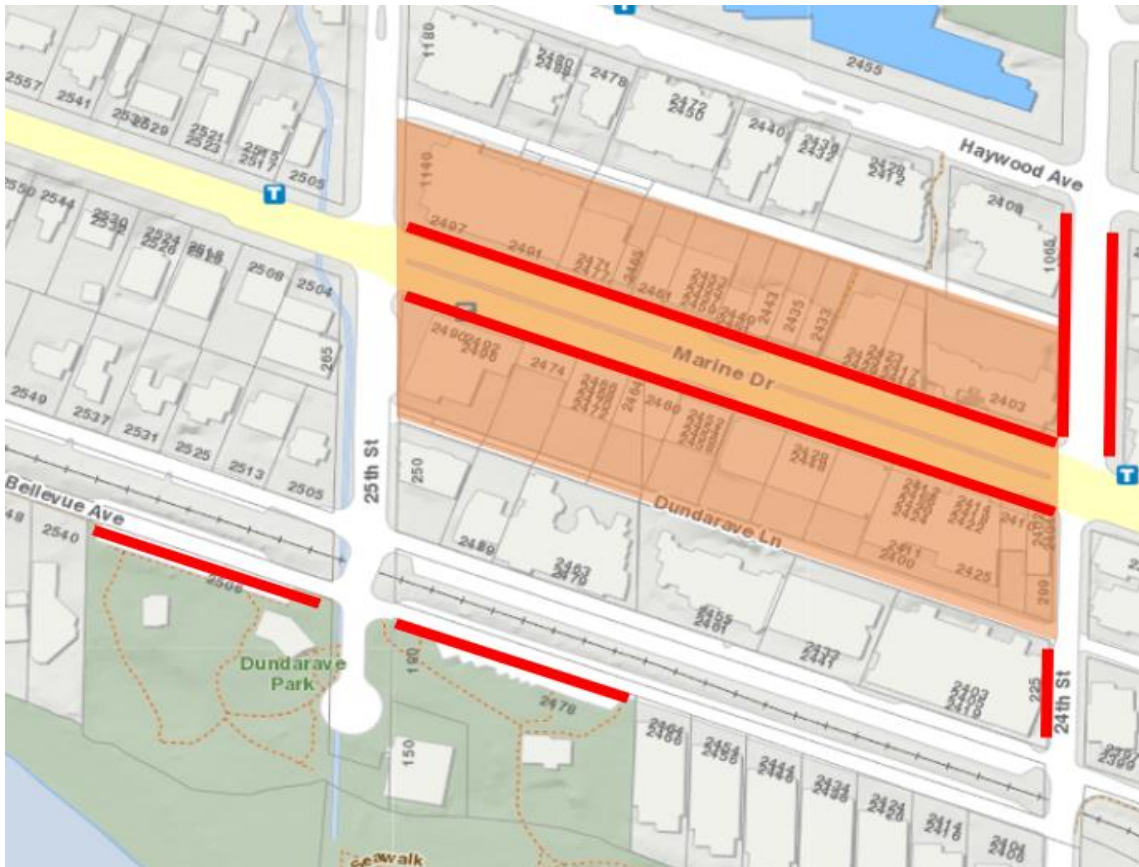
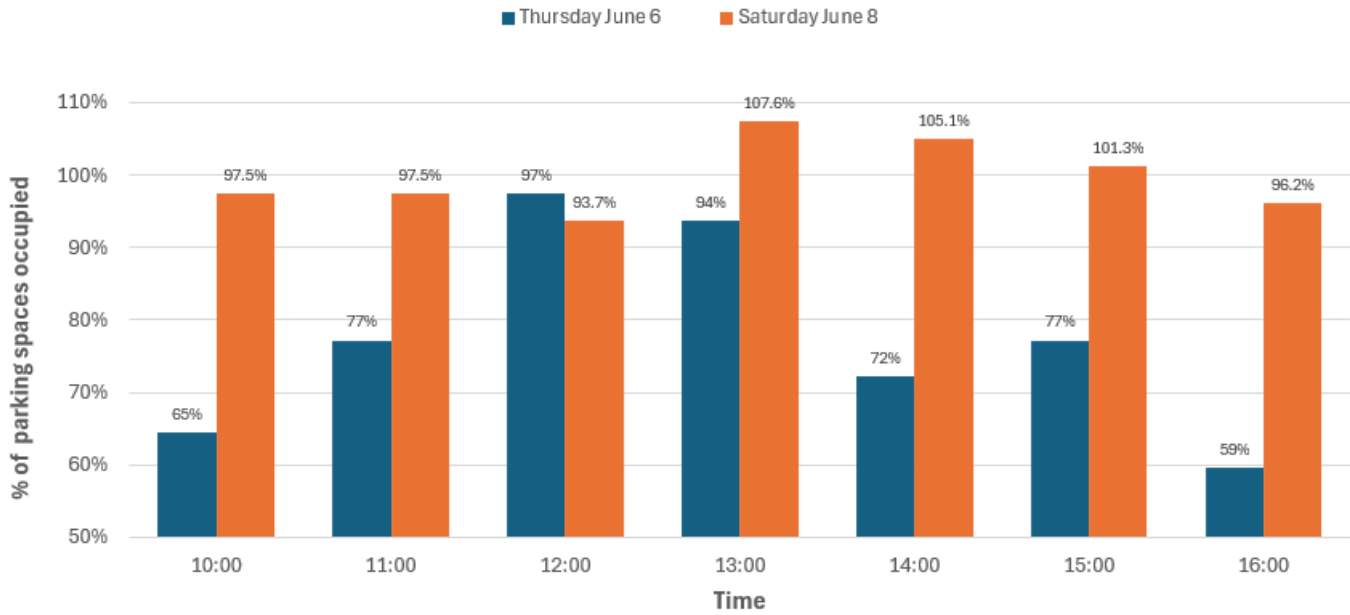


Figure 8 – Parking Demand Along Proposed Pay Parking Area on Bellevue Ave by Dundarave Park

## Parking Demand in Proposed Pay Parking Areas



Note - Parking exceeded capacity because some vehicles were in no parking areas and some were parked closer together than was assumed for the capacity calculation.

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## Appendix B: Proposed plan and recommended timeline for pay parking expansion to business adjacent parks

Implementation of pay parking in parks with close adjacency to denser commercial and residential area is best done in context of a broader parking and transportation demand management strategy.

In the absence of such a strategy, staff have reviewed approaches used in other municipalities to manage spillover parking demand adjacent to pay parking zones and distilled the key elements from those parking management approaches into a simplified implementation plan for the District’s business adjacent parks.

- **Part 1** of the plan summarizes the critical elements that will be needed to support the launch of pay parking and respond to potential spillover parking impacts.
- **Part 2** of the plan recommends an implementation timeline of 6 months.

### Part 1: Critical Elements of the Implementation Plan

The recommended implementation plan consists of five core, essential elements, as follows:



#### (1) Establish an on-street parking count program to monitor spillover parking impacts.

**What is it?**

- data collection program to monitor on-street parking utilization trends in residential and commercial areas adjacent to Argyle Avenue between 14<sup>th</sup> and 16<sup>th</sup> Street, John Lawson Park, and Dundarave Park
- counts that take place over 12 to 24 months to identify what parking trends are occurring

- allows staff to measure spillover parking impacts and informs a response
- funded by pay parking revenue

***Why does it matter?***

- spillover parking is a key concern for stakeholders
- what is measured can be managed more effectively
- collecting data will be essential for development and implementation of procedure to support the proposed *Spillover Parking Policy*

***How long will it take?***

- approximately 8 weeks to develop and begin data collection, with counts continuing over 12 to 24 months
  - 4 weeks to scope program and, if needed, engage service provider
  - 4 additional weeks to begin collecting data by which spillover impacts can be measured

**(2) Develop a *Spillover Parking Policy* for Council approval.**

***What is it?***

- a policy approved by Council to respond to stakeholder concerns about spillover parking impacts to on-street areas adjacent to pay parking zones
- the policy will be specific for residential and commercial areas adjacent to pay parking zones

***Why does it matter?***

- it will establish clear goals, definitions, and a set of regulatory tools that staff could pursue to address spillover parking challenges of pay parking should they arise
- gives staff clear direction for monitoring and responding to spillover parking issues as needed

***How long will it take?***

- approximately 8 weeks to develop
- proposed policy to be brought forward for consideration and approval at a regular Council meeting in Q4 2025

### **(3) Develop *Spillover Parking Procedures* that support the *Spillover Parking Policy*.**

It may not be possible to deploy new regulatory tools immediately after policy adoption.

#### ***Why does it matter?***

- establishing supporting procedures takes longer than policy development because procedures will establish how staff will implement the Spillover Parking Policy
- developing supporting procedures will include the following pieces of work:
  - cross-divisional coordination and internal review of existing administrative processes
  - review of current parking regulations, consider standardizing how and where time-limited parking is applied
  - identifying potential operational impacts and possible resource requirements (e.g. technology, staff time, signage, and materials costs associated with implementing policy)
  - consider processes by which to establish new resident exempt permit areas where needed (identifying eligible residents, notification, processing applications, and issuing new resident exempt permits – all of which take time and administrative resources)
  - review how implementation could affect a large number of existing residents, and impact future residents
- could require bylaw amendments, as referred to in Council's February 24, 2025, direction
- parking count program outputs are needed to inform the use of appropriate regulatory tools

#### ***How long will it take?***

- may take 8 months to prepare procedures that support policy activation
- proposed procedure for Council consideration and approval at a regular Council meeting in 2026

### **(4) Opportunities to adjust parking enforcement capacity.**

#### ***What is it?***

- staff will consider opportunities to rebalance enforcement responsibilities between District Bylaw staff and Impark for off-street lots at destination parks
- staff will review whether additional Bylaw staffing resources or technology could be required

### Why does it matter?

- stakeholders who are concerned about spillover parking are also concerned about parking enforcement capacity
- regulatory tools like time-limited parking and loading zones are already in place in commercial areas to encourage on-street parking turnover, but are only effective where enforced
- parking enforcement is a key consideration for developing procedures to support the proposed *Spillover Parking Policy*

### How long will it take?

- on-going, with potential impacts to 2026 or future budgets
- resources may be required, could be funded by pay parking revenue

## Part 2: Recommended Timeline for Plan Implementation

Staff strongly recommend that significant progress be made on critical elements, Parts 1 and 2 above, prior to preparing to launch pay parking in the business adjacent parks.

The proposed on-street parking count program and *Spillover Parking Policy* guidance are essential preliminary elements that establish a mechanism by which to measure whether and where spillover impacts are occurring and what on-street parking regulations could be deployed to address them.

The figure below provides a recommended timeline for the implementation plan.

Progress on the first two elements are proposed to happen over four months, and will include two touchpoints with Council to confirm direction before launching pay parking at business adjacent parks in the first half of 2026.

