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<i>COUNCIL AGENDA</i>	
Date: <u>May 30, 2022</u>	Item: <u>7.</u>



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

7.

COUNCIL REPORT

Date:	May 2, 2022
From:	Jenn Moller, Director of Engineering and Transportation Services Sue Ketler, Director of Parks, Culture, and Community Services
Subject:	Seasonal Pay Parking Pilot
File:	1700.09

RECOMMENDATION

THAT

1. staff report back in quarter two of 2023 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

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.

1.0 Purpose

This report has been prepared in response to Council’s March 28, 2022 Motion regarding instituting a pay parking pilot program in three of the District’s destination parks.

2.0 Legislation/Bylaw/Policy

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 with regard to on-street parking.

3.0 Council Strategic Objective(s)/Official Community Plan

Council's Strategic Objectives do not apply.

The District's Official Community Plan contains supporting language in several areas relating to transportation and road network accessibility, as well as managing the District's valuable park system and open spaces (see sections 2.4 and 2.7.1).

4.0 Financial Implications

Implementation of a seasonal pay parking pilot in three of the District's destination parks could introduce an additional revenue source for the District to provide funding support for Parks or other investments (active transportation infrastructure).

There will be initial capital investment costs required to implement such a pilot; these costs would be determined through additional investigation and planning should Council endorse moving forward with the development of a pilot program. Ongoing staffing and resource costs would be required to support a pilot, this includes the additional need for bylaw enforcement and/or administration costs.

5.0 Background

5.1 Previous Decisions

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

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.*

Council, at its January 9, 2017 regular meeting, considered and defeated the following resolutions:

THAT

1. *Further to the report dated December 15, 2016 titled Implementation of Pay Parking in Destination Parks, staff be directed to implement pay parking in the following destination parks as a first phase: Lighthouse Park, Whytecliff Park, and Whyte Lake Trailhead/Nelson Canyon Park;*
2. *The implementation of pay parking in Ambleside Park, John Lawson Park and Dundarave Park, as a second phase be delayed until an engagement process is undertaken with the Ambleside Dundarave Business Improvement Association (ADBIA);*
3. *Further data be collected through the summer of 2017 with respect to parking duration, parking turnover, and proportion of resident to non-resident usage to refine revenue projection;*
4. *A final implementation plan for Council approval be developed for pay parking in Ambleside Park, John Lawson Park, and Dundarave Park, complete with detailed business cases and a communications plan by the fall of 2017; and,*
5. *Net revenues generated from establishing pay parking in District parks be directed to enhance capital and operating expenditures within Parks.*

Council, at its November 28, 2016 closed meeting, passed the following resolutions:

THAT

1. *the report dated September 23, 2016 regarding Implementation of Pay Parking in Destination Parks be received for information; and,*
2. *staff be directed to bring forward this issue to a public council meeting.*

Council at its December 15, 2003 regular meeting, passed the following resolutions:

THAT

1. *The report dated December 09, 2003 from the Director of Parks and Community Services re: Pay Parking in Parks be received; and,*
2. *Further consideration of implementing a plan to charge a fee for parking within waterfront parks be deferred.*

Council, at its July 7, 2003 regular meeting, passed the following resolutions:

THAT Council authorize a survey of West Vancouver residents on non-resident pay parking in waterfront parks.

THAT Council approve a Request for Proposal for Pay Parking Services for Non-residents in Ambleside, John Lawson, Dundarave, Lighthouse and Whytecliff Parks.

Council, at its July 14, 1997 Council Policy and Planning meeting, passed the following motion:

THAT the report dated 1997 June 13 from the Park Manager, Assistant Director of Operations and Inspector, OIC Administration, West Vancouver Police Department, along with related correspondence from area residents in the vicinity of Lighthouse Park and Whytecliff Park, re Parking Fees in Parks be received;

AND THAT staff take no further action at this time in respect of the proposed implementation of parking fees in Lighthouse and Whytecliff Parks;

AND THAT staff continue to explore the initiation of the collection of fees for parking vehicles and boat trailers in Ambleside Park and John Lawson Park;

AND THAT the impact on adjacent business and residential areas be assessed and that staff report back in the Fall;

AND FURTHER THAT the municipal parking lot in the 1300 Block of Bellevue Avenue be restricted to 2 hour parking.

Council at its July 7, 1997 Council Policy and Planning meeting passed the following motion regarding Parking Fees in Parks:

THAT this matter be deferred for one week to allow for additional responses.

5.2 History

Pay Parking

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, cities such as Vancouver and the

City of North Vancouver 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.

On-Street Parking Management Policy

Currently, the District does not have a comprehensive parking management policy. On-street parking regulations have evolved inconsistently over time across the District, influenced largely by local residents and without a Council endorsed methodology or criteria for objective evaluation.

In 2020, following the onset of the global COVID-19 pandemic (the pandemic), and in response to significant increases in visitation District wide, temporary parking restrictions were introduced in a reactionary manner to many local neighbourhoods with park or beach access adjacency.

These restrictions were introduced in response to the resultant overspill effects of on-street parking impacting these residential neighbourhoods. On-street parking capacities were at 100% consistently during periods of high park visitation creating congestion and challenges with maintaining emergency access. In addition, where no pedestrian facilities existed, safety concerns were raised with pedestrians walking within busy travelled roadways.

While there is language in the Traffic and Parking Bylaw No. 4370, 2004, on how to obtain Resident Parking Permits, the existing process is largely discretionary in the absent of a Council approved policy.

Destination Park Visitation

Currently, the District collects some parks usage data through both specific trail counters and vehicle counters at some park locations. Vehicle and trail counters indicate the following increases from 2017 to 2021:

- Lighthouse Park 24% - vehicle counter increase
- Whytecliff Park 28% - vehicle counter increase
- Whyte Lake Trail 41% - trail counter increase

In addition, anecdotally, park capacity is limited in its ability to accommodate increasing demand and growing popularity. Furthermore, seasonal strains in peak summer periods are evidenced through impact to surrounding neighbourhoods from spillover parking demand. The volume of resident complaints and need for enforcement measures in response to mitigate livability impacts caused by increased overflow parking pressure

on surrounding residential streets from park visitors has greatly increased in recent years and specifically, during the pandemic. In 2021, the District responded by developing and funding a Managing Visitation in Parks program. The program provided additional enforcement, traffic control, and educational measures to help manage and mitigate these impacts at Ambleside Park, Whytecliff Park, and Lighthouse Park.

6.0 Analysis

6.1 Discussion

Lighthouse Park

Lighthouse Park is approximately 75 hectares in size and is a nationally significant natural park within West Vancouver. It has important natural and cultural resources. The park is a biologically rich and unique resource and is an example of a remaining old growth coastal forest in the Lower Mainland. Cellular coverage within the park is inconsistent.

Lighthouse Park is accessed from a parking lot at the end of Beacon Lane at the 4900 Block of Marine Drive. The parking lot located at the access to the park is a gravel parking lot with approximately 85 parking stalls. There are several surrounding residential streets within walking distance to the park, including but not limited to Water Lane, The Dale, Howe Sound Lane, Bear Lane, The Byway, The Crossway, and Marine Drive. With the exception of Marine Drive which is considered an arterial roadway, all of these streets are classified as local roadways.

On-street parking is limited on these roadways to segments of gravel and asphalt shoulder and/or parking pads and there are no established pedestrian facilities. In many cases, topography, existing vegetation, boulevard encroachments, ditch systems, and travelled roadway width (pavement) conflict with allowing for adequate width to safely accommodate on-street parking.

Water Lane has existing on-street parking regulations which offer resident exemptions and was installed at the onset of the pandemic as described earlier within this report.

Whytecliff Park

Whytecliff Park is located in the western extremity of the District at the end of the 7000 block Marine Drive. The park is a popular destination location for scuba diving and also offers tennis, swimming, walking and hiking, and a seasonal concession within the park. Currently, there are roughly 116 parking stalls within the park. There are several surrounding residential streets within walking distance including Marine Drive, Dufferin Avenue, Arbutus Place, Hycroft Road, Copper Cove Road, and Isleview Road.

Also adjacent to the park is Batchelor Bay which offers beach access, swimming, and kayaking. Cellular coverage within the park is poor.

With the exception of Marine Drive which is considered an arterial roadway, all of these streets are classified as local roadways. For the most part, on-street parking is limited on these roadways to segments of gravel shoulder and there are very limited established pedestrian facilities. Despite Whytecliff Park being a popular recreational cyclist destination, there are no separated cycling facilities along Marine Drive. In many cases, topography, existing vegetation, boulevard encroachments, ditch systems, and travelled roadway width (pavement) conflict with allowing for adequate width to safely accommodate on-street parking.

Some of these local residential streets have existing on-street parking regulations which offer resident exemptions, many of which were installed at the onset of the pandemic as described earlier within this report.

Nelson Canyon Park/Whyte Lake Trailhead

Whyte Lake Park is accessed by Whyte Lake Trail, from Westport Road just south of the Upper Levels Highway at Nelson Canyon. The trail follows the Trans Canada Trail route, diverges westward through old-growth trees, follows Whyte Creek, and ends at Whyte Lake. The existing trailhead parking lot is gravel and consists of roughly 45 parking stalls.

Westport Road is classified as a collector roadway, there are limited local roadways with access off Westport Road within walking distance to the trailhead parking lot. The travel roadway is narrow and has a raised sidewalk which varies between gravel and concrete along the south side of the roadway, there is an eastbound/uphill bike route, and the downhill/westbound travel lane is signed for single file car/cyclist travel.

Westport Place has existing on-street parking regulations which offer resident exemptions and was installed at the onset of the pandemic as described earlier within this report.

Primary considerations:

1. Parking technology:

The availability of emerging PBP technology has eliminated the need for extensive physical built systems. However, it is important to consider that this technology is reliant on cellular network service availability and coverage. At two of the three destination parks being considered for this pilot programming, cellular coverage is limited and/or inconsistent.

Alternate pay parking systems are reliant on built infrastructure to support their operation.

2. Required capital investment:

Should PBP technology be viable at the three identified destination parks, upfront capital investment will be greatly reduced, it could include costs associated with signage, means to demarcate parking stalls (two of the three parks are gravel lots and therefore line painting would not be viable), and so on.

Conversely, costs associated with implementing a more traditional pay parking system are more significant. These upfront costs would include survey and design fees, as well as built infrastructure such as electrical servicing and conduiting, concrete pads and kiosk assemblies, signage, paving works, and so on.

3. Spillover to on-street parking:

It is anticipated that implementing a pay parking program will result in spillover effects of on-street parking and congestion within adjacent residential neighbourhoods. In a few discrete areas 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 has had 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.

Seasonal Parking Pilot Development and Implementation

A pay parking pilot could be implemented in ways to support the following goals:

- improve livability in residential neighbourhoods
- maintain public accessibility to parks and other open spaces
- promote local commercial activity through increased turnover
- encourage travel by public transit and sustainable modes of transportation
- achieve fair and consistent parking management treatments across the District (requires development of on-street parking policy)

- regulate based on daily and seasonal variations in demand
- introduce an additional revenue source for Parks or other investments (active transportation infrastructure) in the District

To advance a seasonal pay parking pilot, the following considerations would need to be further explored:

- development of 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 PBP 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
- other relevant information, as necessary

6.2 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

Given the potential impacts to adjacent residential neighbourhoods, public consultation and engagement will need to be carefully considered as part of this initiative.

7.0 Options

7.1 Recommended Option

THAT

1. staff report back in quarter two of 2023 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 PBP 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

2. staff report back 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.

7.2 Considered Options

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

8.0 Conclusion

This report responds to Council's March 28, 2022 motion regarding instituting a pay parking pilot program in three of the District's destination parks. To advance a pay parking pilot, further investigation into upfront capital costs, technology feasibility, the potential for spillover effects into adjacent residential neighbourhoods, amongst other considerations are necessary. Implementation and operationalizing such a program is an opportunity to introduce an additional source of revenue and potential cost recovery opportunity for Parks and localized active transportation networks.

Date: May 2, 2022
From: Jenn Moller, Director of Engineering and Transportation Services
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Subject: Seasonal Pay Parking Pilot

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