

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

## COUNCIL REPORT

Date:	April 20, 2023
From:	Jenn Moller, Director of Engineering & Transportation Services Sue Ketler, Director of Parks, Culture & Community Services
Subject:	Destination Parks Pay Parking Program Implementation
File:	1700.09

### RECOMMENDATION

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.

#### 1.0 Purpose

This report has been prepared in response to Council’s November 7, 2022, direction that staff bring forward for consideration a pay parking program within the District’s destination parks. At its January 16 and April 3, 2023, closed meetings, Council confirmed specific parameters to inform a framework and approach for pay parking programming implementation.

#### 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 schools 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**

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 Background**

Previous Decisions

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;
  - 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;

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- 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.

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.

#### 4.1 **History**

##### Pay Parking in Destination Parks

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.

Preliminary review of District parks suited for pay parking implementation indicates Lighthouse Park, Nelson Canyon Park, and Whytecliff Park as good candidate sites. These parks are popular, regional destination parks with standalone parking lots that are generally used only by park users with a limited potential for unintended parking spillover impacts to the surrounding neighbourhoods.

Other destination parks to include Ambleside, John Lawson, and Dunderave parks, require additional consideration to understand the relationship between pay parking in the park and the potential impact on the adjacent commercial areas.

Currently, the District collects some parks usage data through both specific trail counters and vehicle counters at some park locations. Anecdotally, park capacity is limited in its ability to accommodate increasing demand and growing popularity.

##### 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.

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 82\* parking stalls.

#### Nelson Canyon Park

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 42\* parking stalls.

#### 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 offers tennis, swimming, walking, hiking, and a seasonal concession within the park. Currently, there are roughly 77\* parking stalls within the park and another 52\* parking stalls within an overflow parking lot adjacent to the park.

*\*parking inventory data verified on site in fall 2022*

#### On-Street Parking Management

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 an objective needs evaluation.

In 2020, following the onset of the global COVID-19 pandemic and in response to significant increases in park 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.

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 absence of a Council approved policy.

## 5.1 Discussion

The progression from free parking to a paid parking operation has numerous implications for the District. This section of the report outlines programming parameters of a pay parking program framework for the District; conditions and limitations; operations, management and enforcement; potential capital, operational costs and revenue projections; program expansion.

### Programming Parameters

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

The proposed program includes an external enforcement model, with the developed fee projections based on a year-round rate structure to include a resident exempt flat rate fee component. Recognizing the programming is in its initial stages, and the limited staff and resources currently available, an outsourced management approach is more feasible and serves to limit up front programming investment. In-house management opportunities can be reviewed in the future when there is a better understanding of the revenue, operational, administration and enforcement costs, and staffing needs.

### Evaluation Conditions and Limitations

The following factors and conditions may influence programming outcomes:

- parking utilization data is based on limited sample sets collected on weekday and weekend counts during peak season usage (August 2022)
- the utilization data does not identify the duration of stay patterns
- resident/non-resident ratios are assumed at 40% resident and 60% non resident as all three destination parks generate significant usage by non-resident visitors
- parking layouts or the efficiency of traffic movements into or out of the parks have not been considered
- options for variable parameters such as resident versus non-resident fees, fee schedules and management options have been assumed



### Operations, Management, and Enforcement

In having a third-party management company in place, the District will have the ability to control operating costs, including enforcement, by placing most if not all the operational costs onto the parking operator in exchange for a fee.

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 program will include touchless options such as mobile phone applications and direct access to a payment portal through a static QR code on signage.

### Potential Capital Costs, Operational Costs and Revenue Projections

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 are limited. Upgrades that are anticipated to be required to support the program include enhanced WiFi or cellular service at the parks; this would form part of the negotiation with the selected parking operator.

Furthermore, with an outsourced management operator in place the District would have the ability to place most if not all the operational costs onto the parking operator. There are options to obtain a third-party parking management operator to run the operations based on a percentage of revenues. A typical target of between 15 - 20% management fee may be negotiated to include all operational costs.

For the initial phase of the program and reflected within the presented revenue projections, the hourly rate will be fixed at \$3.75 per hour. Other rates can be considered for any potential future program expansion.

Residents of West Vancouver will be provided with an option to obtain an annual residential parking pass for a fee of \$20 per vehicle per year. Parking passes will be provided based on the following criteria:

- must be a registered District resident
- provide proof of insurance for DWV residents
- register vehicle license plate with a copy of a driver's licence with the address matching that of the registered vehicle

Whytecliff Park has a large percentage of the persons using the park staying three or more hours to use the amenities. Nelson Canyon and

Lighthouse parks are used for hiking and view appreciation. All three parks are utilized by both District residents and non-residents. The split between non-resident and resident utilization for the calculation of projected revenues is an assumed one, and is shown in **Table 1** below:

	Residential Factor	# of transactions
Nelson Canyon Park	40%	92
Lighthouse Park**	40%	344
Whytecliff Park (main)	40%	480
Whytecliff Park (overflow)	40%	71

\*\* assumption that weekend has 100% utilization

Limited count data was collected in August 2022 to estimate space utilization levels for the three parks. Based on the data, the usage for estimating the projected revenue is per **Table 2** below:

	Summer Usage		Winter Usage
	Weekday	Weekend	Week
Nelson Canyon Park	50%	75%	30%
Lighthouse **	50%	100%	30%
Whytecliff (main)	80%	95%	30%
Whytecliff (overflow)		85%	0%

\*\* assumption that weekend has 100% utilization

The revenue projection tables have data calculated based on an annual basis (52 weeks) per **Table 3** below, noting that the revenues do not include a management fee estimate:

	Number of stalls	Annual Revenue
Nelson Canyon Park	42	\$23,940
Lighthouse **	82	\$89,220
Whytecliff (main)	77	\$124,480
Whytecliff (overflow)	52	\$18,320
Total	253	\$255,960

### Program Expansion

Subsequent phasing of a pay parking program at other destination parks will include Ambleside, John Lawson, and Dundarave parks. A modified approach should be taken for planning purposes toward program expansion beyond the initial phase. These parks require consideration to understand the relationship between pay parking within the parks and the potential impact on the adjacent commercial areas. In addition, more robust data will need to be collected with respect to parking duration and parking turnover to develop more refined revenue projections. Ultimately an implementation plan, complete with detailed business cases and a

communications plan for pay parking in Ambleside, John Lawson, and Dundarave Parks would be presented to Council. Staff would incorporate learnings of the initial phase implementation where/as it becomes available.

*Spillover to on-street parking:*

It is anticipated that implementing a pay parking program may result in spillover effects of on-street parking and congestion within adjacent residential neighbourhoods with adjacency to the initial program phase park locations. 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 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.

Staff intend to undertake on street utilization data collection within these residential neighbourhoods to understand and capture any overspill effects resultant from the program implementation. Staff will report back on this as part of an update on the implementation of the first phase of the pay parking program after the program has been operational for six months.

## 5.2 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.

## 5.3 Public Engagement and Outreach

Council has directed staff that a public outreach "inform" approach be taken. Staff from Community Relations & Communications will develop and execute a communications strategy to ensure residents and visitors are informed of the new program.

## 6.0 Financial Implications

Implementation of a pay parking program within 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 such as active transportation infrastructure. The revenue projections are captured within the analysis section of this report and are subject to the evaluation

conditions and limitations also as outlined within the analysis section of the report.

Programming expansion to include pay parking within other District destination parks including Ambleside, John Lawson, and Dundarave parks could further enhance revenue source potential. Costs to conduct this investigation include consultant fees and those costs associated with data collection; the required budget to support this work is estimated at \$30,000. It is expected that these costs can be funded by the parking program revenues. This will be reviewed as part of the budget revision process.

Programming costs are anticipated to include external operator costs including enforcement, management, and operational costs. To fully understand these costs and revenue potential, the District will have to tender and negotiate a contract with an external operator. Further to this, staff resourcing for internal program planning and development, implementation, and administration is required. A temporary full time Program Coordinator to address these needs is requested, funding for this personnel would be \$140,000. It is expected that these costs can be funded from parking program revenues supplemented by existing budgets. This will be reviewed as part of the budget revision process.

## **7.0 Options**

### **7.1 Recommended Option**

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.


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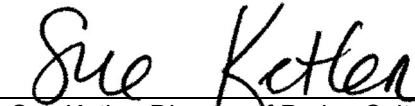
## 8.0 Conclusion

This report responds to Council's November 7, 2022, motion regarding instituting pay parking within District destination parks. 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. A phased approach will allow for a measured approach in implementing and managing the program, as well as serving to build upon learnings as a new business and operational function is introduced within the District. Subsequent phasing of a pay parking program at other destination parks will include Ambleside, John Lawson, and Dundarave parks. These parks require further consideration to understand the relationship between pay parking within the parks and the potential impact on the adjacent commercial areas.


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