

MINUTES OF THE REGULAR MEETING OF COUNCIL HELD IN THE COUNCIL CHAMBER, CITY HALL, 141 WEST 14th STREET, NORTH VANCOUVER, BC, ON MONDAY, MARCH 7, 2016.

REPORTS OF COMMITTEES, COUNCIL REPRESENTATIVES AND STAFF -

24. Harbourside On-Street Parking Management – File: 11-5480-01-0001/2016

Report: Manager, Transportation, March 2, 2016

Moved by Councillor Keating, seconded by Councillor Buchanan

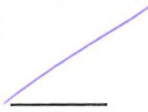



PURSUANT to the report of the Manager, Transportation, dated March 2, 2016, entitled "Harbourside On-Street Parking Management":

THAT the On-Street Parking Management Strategy as outlined in Option 2: Hybrid Time-Restricted and Pay Parking, of the report be implemented in the Harbourside area.

CARRIED

Councillor Bookham and Councillor Clark are recorded as voting contrary to the motion.



 Section Manager	 Division Manager	 Director	 CAO
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The Corporation of **THE CITY OF NORTH VANCOUVER**
ENGINEERING, PARKS & ENVIRONMENT DEPARTMENT

REPORT

To: Mayor Darrell R. Mussatto and Members of Council

From: Dragana Mitic, Manager, Transportation

SUBJECT: HARBOURSIDE ON-STREET PARKING MANAGEMENT

Date: March 2, 2016 File No: 11-5480-01-0001/2016

RECOMMENDATION:

PURSUANT to the report of the Manager, Transportation, dated March 2, 2016, entitled "Harbourside On-Street Parking Management":

THAT the on-street parking management strategy as outlined in Option 2: Hybrid Time-Restricted and Pay Parking of this report be implemented in the Harbourside area.

ATTACHMENTS:

1. Current On-Street Parking Regulations Map ([CityDocs #1363875](#))
2. Off-Street Parking Occupancies – 2015 ([CityDocs #1369716](#))

PURPOSE:

The purpose of this report is to seek Council direction regarding the Harbourside on-street parking strategy.

SUMMARY:

Over the next several years, Harbourside will transition from a primarily employment based area to a vibrant, active place where people live, work and visit: Hawkers Wharf is anticipated to open in 2016; completion of the Spirit Trail Mosquito Creek Marina crossing is expected in 2017; and the re-development of *Harbourside lands* is anticipated over a 10-year period. With the anticipated changes in the area, an on-street parking management strategy that considers the needs of current and future users, while supporting our transportation goals and objectives, is needed.

Staff expect that Concert Properties will apply for a Phase 1 development permit in 2016. As per the re-zoning approval, Concert is required to deliver a TDM plan, on-street parking plan and streetscape design prior to permit approval. Since the on-street parking strategy will influence their deliverables, direction from Council on the Harbourside parking strategy is required.

Three on-street parking management options have been developed for Council consideration: time-restricted, a hybrid time-restricted and pay parking, and pay parking. Maintaining the current parking regulations (status quo) is not considered a viable option as it provides a low number of parking opportunities, does not support the current nor future area parking needs, and limits our ability to influence travel choices. In the past two years, more off-street parking stalls have been provided; however, the on-street parking is still full. Keeping a significant portion of on-street parking unrestricted attracts more people to come by car, and primarily supports the needs of users that require long-term parking. With status quo, concerns with lack of on-street parking would remain, and further intensify with a transformation of Harbourside.

Option 1 – Time-Restricted parking. This option includes changes to the on-street parking regulations. The limited changes would begin in 2016, and slowly increase during the *Harbourside lands* construction, to still provide some long-term parking, while starting to influence travel choices to/from Harbourside until a new connection over Mosquito Creek Marina to the Lonsdale Quay and improved transit service are in place. After the lands are developed and these important transportation improvements are in place, parking time regulations would most likely encompass the whole area.

Option 2 – Hybrid Time-Restricted and Pay Parking (RECOMMENDED). This option combines time-restricted and pay parking, and is expected to increase parking opportunities, while slowly transitioning from unrestricted to time-restricted and pay parking. Similar to Option 1, it includes limited changes to the on-street parking regulations in 2016 that would slowly grow during the construction, to still provide some long-term parking, while starting to influence travel choices. Pay parking would be implemented for the *Harbourside lands* development frontages, starting with Phase 1. The remaining Harbourside blocks would have parking regulation signage, and implementation of pay parking on these blocks would be considered based on parking demand. Staff will seek Council support for this potential future expansion of pay parking in other areas of Harbourside. In this option, lower pay parking rates would be considered, to encourage parking turnover, but not to penalize parking users. A hybrid of pay and time-restricted parking would better respond to different user needs, while influencing travel choices and reducing traffic demand.

Option 3 – Pay parking. This option includes introduction of pay parking prior to the construction. As this option requires additional funds, implementation of pay parking would begin in 2017, and staff would include the funding request in the 2017-2026 Project Plan. Pay parking is the best parking management tool to respond to different user needs, balance short and long-term parking needs, while through parking rate adjustments maximize parking availability. As in Option 2, lower pay parking rates would

be considered, to encourage parking turnover, but not to penalize parking users. However, implementation of pay parking in advance of better transit service and improved active transportation connections, may have a limited influence on travel behaviour. Although this option would best address concerns with a lack of parking, it may be perceived as penalizing businesses and current users without providing alternatives that would discourage car use.

No additional funds are required for the implementation of either Option 1 or 2, as in the 2014 Project Plan \$30,000 was appropriated for the Harbourside parking changes. Option 3 would require more funds, and if this is a preferred option, staff would report financial implications in a subsequent report.

BACKGROUND:

The Harbourside area (Harbourside) encompasses the area from Mackay Creek to Bewicke Avenue, from the rail line to the waterfront. In 1998, it was re-zoned to permit commercial and light industrial uses. The primary vehicular access is via Fell Street overpass, and the secondary access is via Bewicke Avenue. The Harbourside West Overpass provides a non-motorized access, linking Harbourside to the commercial areas north of 1st Street and Spirit Trail to the west. The second non-motorized access across Mosquito Creek Marina is planned for completion in 2017, and it will connect Harbourside to Lonsdale Quay and the Spirit Trail to the east. Once complete, it will provide easier access to the City center and major transit hub, attracting more people to use active transportation modes to travel to/from Harbourside.

In 2013, as part of the Concert's OCP and re-zoning applications for four lots on the south side of Harbourside Drive (*Harbourside lands*), a transportation assessment for the Harbourside area was completed. The study indicated a very high car mode share: for Auto Mall businesses, car use was at 92%, while for Harbourside businesses it was at 72%. Correspondingly, parking is in high demand; on-street parking was full at 97%, while off-street parking usage was at 54%. On-street parking was observed to be primarily occupied by employees requiring long-term parking, making it more difficult for visitors, customers and park users to find available stalls.

Concurrently with the re-zoning, in 2013 staff initiated discussions with the public on the options to manage on-street parking. Public input was sought on proposed parking strategies that ranged from no changes (status quo), increase in time-restricted zones, to introduction of pay parking. Maintaining the status quo was the preferred option for a majority of respondents. Some noted that using alternative modes was not practical for a variety of reasons including the isolated location, limited bus service or needing to have a vehicle as part of their employment. Lack of parking has been cited as a main concern, and the main suggestion to address this issue was additional off-street parking, with some suggesting on-street parking signage changes, metered parking and improved transit service. To respond to public concerns about the lack of off-street parking, in late 2013, Concert opened a temporary 50-stall paid parking lot at 925 Harbourside Drive.

In 2014, the re-zoning process for *Harbourside lands* concluded with Council approval of mixed use, commercial and residential development. The lands are planned to re-develop in four phases over a 10 year period. Traffic and parking were among the main concerns raised by the public at that time. Therefore, the re-zoning of the land was approved with a higher parking rate for commercial and residential use, and with a requirement to develop a Transportation Demand Management (TDM) strategy, on-street parking plan, and a monitoring plan for each of the development permit phases. In 2015, Concert Properties applied for an interim use for 925 Harbourside Drive for "Hawkers Wharf at Harbourside" to create activity in the area while the first two phases of the Harbourside mixed-use development are constructed. The Hawkerc Wharf is anticipated to open this spring/summer.

Staff expect that Concert properties will apply for a Phase 1 development permit in 2016. As per the re-zoning approval, Concert is required to deliver a TDM plan, on-street parking plan and streetscape design prior to permit approval. Since the on-street parking strategy will influence their deliverables, direction from Council on the Harbourside parking strategy is required. Concert Properties have indicated that in their new buildings, off-street parking for non-residential uses will be pay parking, and that on-street pay parking would complement this and allow for better management of parking demand.

Although lack of parking is a concern among users of the area, 2013 public consultation revealed low support for strategies such as time restrictions or pay parking. Re-development of Harbourside Drive lands will result in more people living, working or visiting the area, and in addition to better transit service and improved active transportation connections, parking management is a necessary tool to influence travel behaviours to discourage the current car use trend. With the anticipated opening of Hawkerc Wharf in 2016, and start of construction works, on-street parking availability will be further stressed. Changes to the on-street parking prior to development of *Harbourside lands* are needed. As such, this report discusses on-street parking management strategies prior, during and after construction of *Harbourside lands*.

DISCUSSION:

Currently, there are 410 on-street parking stalls within Harbourside, 138 in the Auto Mall area, and 272 in the rest of the area. 52 percent of stalls are unrestricted, and 2h time restrictions are in place for Automall Drive (34%) and portions of Harbourside Drive and Harbourside Place (14%), as illustrated in Attachment 1.

In 2015, staff conducted an on and off-street parking survey to compare parking conditions with the results reported in the 2013 transportation assessment report. Similar to the 2013 findings, on-street parking is almost fully occupied throughout the workday, with the busiest period during mid-day. In the Auto Mall loop, over 80% of parking stalls were occupied by vehicles parked at least 6 hours, while for the rest of the area, over 70% stayed 6 hours or more. The 2013 transportation assessment estimated

that Auto Mall employees contributed to about 30-35% of on-street parking demand along Fell, Harbourside Drive and Harbourside Place. Presently the Auto Mall loop 2h time restriction is not enforced as staff are concerned that without parking restriction changes for the rest of the Harbourside area, strict enforcement of 2h regulations would further push Auto Mall employees to use unrestricted parking in the rest of Harbourside. However, either parking management option discussed in this report will change this current parking situation.

In regards to off-street parking, since 2013, the number of off-street parking stalls increased by 230, from 1240 stalls in 2013 to 1470 stalls in 2015. Overall, peak off-street parking occupancy slightly increased from 54% in 2013 to 62% in 2015. Staff assume that one of the reasons for still lower off-street parking occupancies is how owners allocate use of available parking. For example, some owners reserve parking stalls, some are charging employees for parking, and some use parking stalls to store vehicles. The City does not have control over how the commercial parking is allocated after the development has been approved. At the time of re-zoning, properties are required to provide sufficient number of parking stalls as per the Zoning Bylaw; however once built, the allocation of commercial parking is left to the individual property owners to regulate as per their needs.

Recognizing parking and travel challenges and opportunities for the Harbourside area, staff developed three on-street parking management options for Council consideration: time-restricted, hybrid time-restricted and pay parking, and pay parking. Maintaining the current parking regulations (status quo) is not considered a viable option as it provides a low number of parking opportunities, does not support the current nor future area parking needs and limits our ability to influence travel choices. Even with the increased off-street parking provision in the past two years, the on-street parking is still full. Keeping a significant portion of on-street parking unrestricted attracts more people to come by car, and primarily supports the needs of employees and users that require long-term parking. With status quo, concerns with lack of on-street parking would remain, and further intensify with a transformation of Harbourside.

Option 1 – Time-restricted parking

This option includes the introduction of time-restricted parking for most of Harbourside to provide short-term parking for customers, park users and visitors. Changes to on-street parking would begin this year, including parts of Harbourside such as the Auto Mall loop and Harbourside Drive/Place, and continue through the construction. This option includes limited changes of time-restricted parking prior to construction to still provide some long-term parking, while starting to influence travel choices to/from Harbourside until a new connection over Mosquito Creek Marina to the Lonsdale Quay and improved transit service are in place. Through the construction and once the *Harbourside lands* are developed, time-restriction would most likely encompass the whole area, and most unrestricted parking will be removed.

Time-restriction increases parking turnover, thus increasing the overall parking provision. This option will mostly affect employees as they will no longer be able to park

all day. It is expected that this option will provide some opportunities to influence travel choices however to a lesser extent, as on-street parking remains free. It may also influence property owners to review parking assignments on their lots and move long-term parking needs to off-street parking lots. Although this strategy will increase parking opportunities, there are a few shortcomings such as people may move their cars from one block to another every 2h, and limited ability to satisfy diverse parking needs (some users may need 2h, or may prefer 1h or less, or may need more than 2h). As such, public concerns with the lack of parking and ability to support their needs may still remain. Staff do not recommend proceeding with this option.

If this option is preferred by Council, staff will develop a signage plan and inform Harbourside businesses of the coming changes. Staff will also instruct Concert Properties to develop the on-street parking strategy using the time-restricted approach.

Option 2 – Hybrid Time-Restricted and Pay Parking (RECOMMENDED)

This option combines time-restricted and pay parking, and would provide the most parking opportunities for the area, while slowly transitioning from unrestricted to time-restricted and pay parking.

As in Option 1, this option includes the introduction of time-restricted parking for some parts of Harbourside in 2016. Pay parking would be introduced for *Harbourside lands* frontage as blocks re-develop (Harbourside Drive, Harbourside Place, and Fell south of Harbourside Drive). Blocks that are not part of re-development would have time-restrictions, and changes to pay parking would be considered based on parking demand.

During *Harbourside lands* construction, time restriction will be a necessary tool to better use limited on-street parking resources. To mitigate parking impacts during construction, as part of the traffic management plan, Concert may be required to provide additional temporary off-street pay parking.

Staff recommend introducing pay parking with the Phase 1 building occupancies as transit improvements and the TDM strategy committed by Concert properties will begin with the Phase 1 building occupancies. In addition, a new connection over Mosquito Creek Marina to Lonsdale Quay is expected to open in 2017. Pay parking provides the ability to respond to different user needs, may influence property owners to review parking assignments on their lots, and through parking charges influence length of stay and increase parking turnover. As pay parking is self-enforcing, it can help reduce parking enforcement. A lower pay parking rate would be considered, to encourage parking turnover, but not to penalize parking users. Over the next several years, Harbourside will become a vibrant and attractive area for people to live and visit, and pay parking is a necessary tool to influence travel choices. Staff recommend proceeding with this option.

If this option is preferred by Council, as in Option 1, staff will develop a time-restricted signage plan to be implemented in 2016, and inform businesses of the coming changes.

Staff will also instruct Concert Properties to develop the on-street parking strategy using the combination of time-restricted and pay parking.

Option 3 – Pay parking

This option includes the introduction of pay parking that would provide the best balance of addressing short and long-term parking needs. On-street pay parking combined with off-street pay parking provides the greatest opportunity to influence travel choices, reduce car travel, and keep on-street parking for short-term needs while moving the long-term parking to off-street lots. As this Option requires additional funds, implementation of pay parking would begin in 2017, and staff would include the funding request in the 2017-2026 Project Plan.

Pay parking is the best parking management tool to respond to different user needs, and through parking rate adjustments maximize parking availability. It also motivates people to look for alternative travel modes, may influence property owners to review parking assignments on their lots, and helps reduce traffic congestion. However, implementation of pay parking in advance of better transit service and improved active transportation connections may have a limited influence on travel behaviour. Although this option would best address concerns with a lack of parking, it may be perceived as penalizing businesses and current users without providing alternatives that would discourage car use. Staff do not recommend proceeding with this option as incentives to use alternative modes of transport are currently not available.

If this option is preferred by Council, staff will develop a pay parking plan and report to Council on plan details. Staff will also instruct Concert Properties to develop the on-street parking strategy using the pay parking approach.

FINANCIAL IMPLICATIONS:

In the 2014 Project Plan, \$30,000 was appropriated for the Harbourside parking changes. A portion of the funding has been used for temporary staff working on this project. For both Options 1 and 2, the remainder of the funds would be sufficient for implementation of signage changes in 2016. With Option 3, the implementation cost of pay parking would exceed the available funds and staff would report financial implications in the subsequent report.

For on-street parking management during construction, any changes to mitigate parking impacts will be paid by Concert, as well as either signage or pay parking equipment for blocks directly fronting their development subsequent to the construction completion.

If Council supports staff recommended Option 2: Hybrid Time-Restricted and Pay Parking, the City will take on operations of pay parking, and although this would create new operating costs, these will be offset by the expected revenue. As this option includes potential future expansion of pay parking in other areas of Harbourside, if and when additional pay parking is needed, staff will seek Council support.

INTER-DEPARTMENTAL IMPLICATIONS:

Staff from the Engineering and Community Development departments have been involved in preparation of the report. This report was reviewed and endorsed at the Director's Team meeting on March 1, 2016.

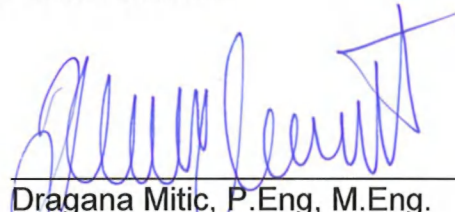
CORPORATE PLAN AND/OR POLICY IMPLICATIONS:

The recommended option is consistent with the Official Community Plan's transportation and economic development objectives:

Objective 2.2.2 – Strategically manage on-street and off-street transportation facilities to prioritize more sustainable forms of transportation through a variety of measures (e.g. providing bicycle end-of-trip facilities and pedestrian-level lighting, reduce parking requirements in developments in close proximity to transit, on-street pay parking, electric vehicle charging stations, and parking spaces for car-share, carpool and low-emissions vehicles).

Objective 7.2.10 – Ensure a balance between transportation demand management principles seeking to discourage single-occupant vehicle travel behaviour and providing adequate and appropriate parking to support local businesses.

RESPECTFULLY SUBMITTED:



Dragana Mitic, P.Eng, M.Eng.
Manager, Transportation

Current Harbourside On-Street Parking Management



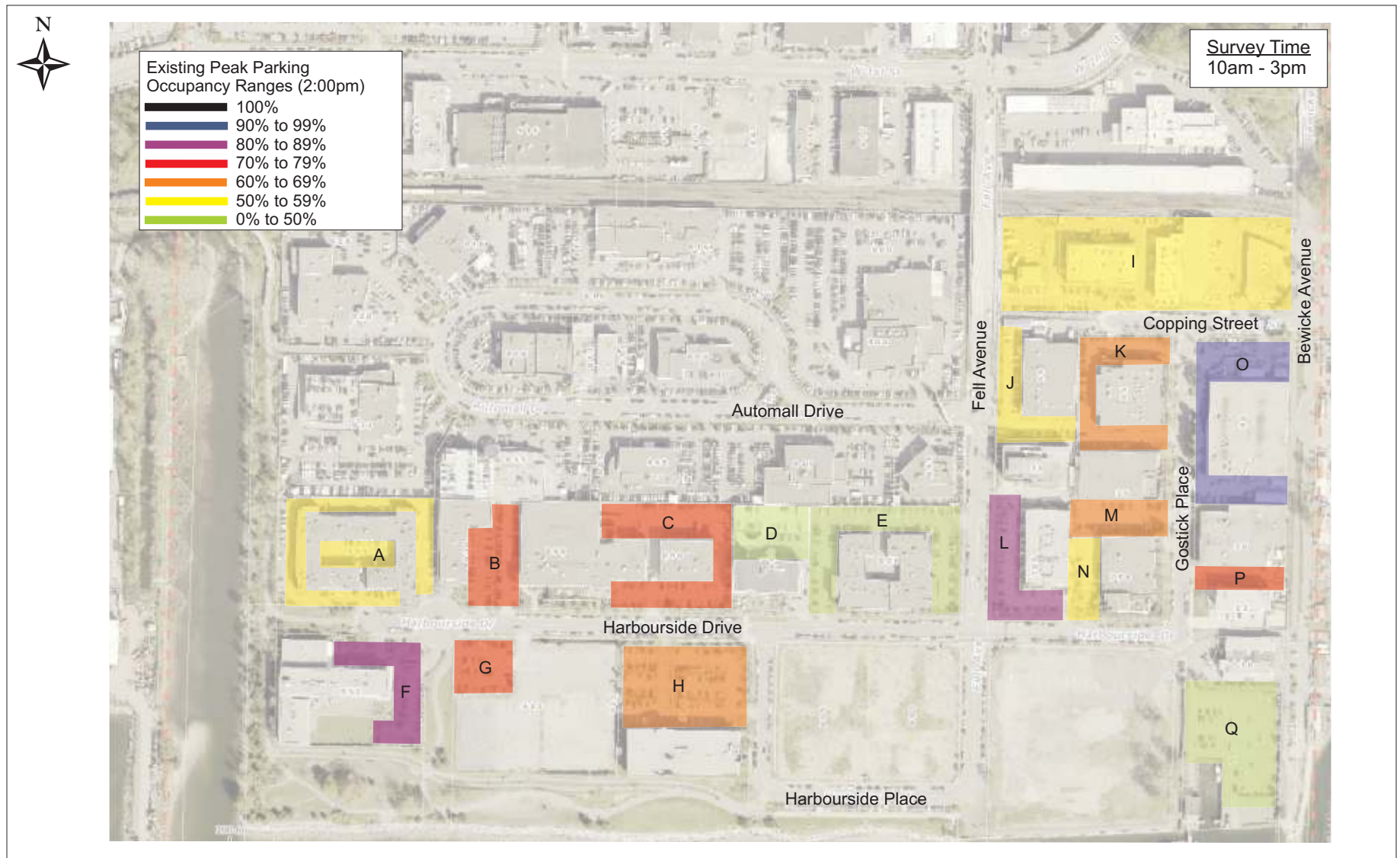


Exhibit A

Peak Off-Street Parking Occupancy - 2:00pm (Thursday October 8, 2015)

Harbourside Off-Street Parking Demand Survey, North Vancouver, BC
4525.08 January 2016 Scale NTS