

Report Date: January 6, 2017  
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Meeting Date: February 8, 2017

TO: Standing Committee on City Finance and Services  
FROM: General Manager of Engineering Services  
SUBJECT: West End Residential Parking Strategy

**RECOMMENDATION**

- A. THAT Council approve the West End Parking Strategy and the parking program changes described in this report.
- B. THAT Council direct staff to report back on the feasibility of implementing a participatory budgeting pilot and, if appropriate, a framework for the pilot program.
- C. THAT Council approve, in principle, changes to the Street and Traffic By-law No. 2849 as detailed in this report and Appendix B.
- D. THAT Council authorize the Director of Legal Services to prepare and bring forward for enactment amendments to the Street and Traffic By-law No. 2849 as generally outlined in Appendix B.
- E. THAT staff report back with zoning amendments to allow for off-street parking in residential buildings in the West End to be rented out to other residents.

**REPORT SUMMARY**

This strategy responds to longstanding on-street parking issues identified in the West End Community Plan and to direction from Transportation 2040 to better manage parking in neighbourhoods. Nine actions are proposed that will help residents and their visitors find parking more easily and provide other benefits to the broader West End community.

The nine actions are presented in three categories:

- A) Managing Demand with Market Based Permit Prices
  - 1. Charge a market-based rate of \$30 per month for new parking permits
  - 2. Exempt existing permit holders from the market-based rate
  - 3. Spend new permit revenue within the West End on community identified needs

**B) Other Actions to Help Residents find Parking Near Home**

4. Divide the West End permit zone into three smaller zones and highlight the benefits of Social Planning and Research Council (SPARC) parking permits for those with mobility issues travelling between zones
5. Develop policy, amend zoning regulations and work with property owners to encourage parking in the many underused off-street parking spaces
6. Improve parking enforcement to encourage compliance with zones and regulations

**C) Actions to Help Residential Visitors Find Parking**

7. Let visitors and service providers park in residential parking spaces when it's less busy
8. Add parking meters to some on-street visitor spaces to encourage greater availability
9. Once permit zones are less congested, convert some residential permit parking to short-term visitor parking

***COUNCIL AUTHORITY/PREVIOUS DECISIONS***

Transportation 2040 includes direction to make it easier for drivers to find parking, and to better manage parking in neighbourhoods.

The West End Community Plan identifies residential on-street parking as a significant neighbourhood concern. The Plan includes direction to better manage parking supply and demand for residents, residential visitors and service providers.

The Street and Traffic Bylaw regulates the use of the street, including on-street parking and residential parking permits, including prices of permits.

The Mayor's Engaged City Task Force identified a desire to pilot a participatory budgeting program.

***CITY MANAGER'S COMMENTS***

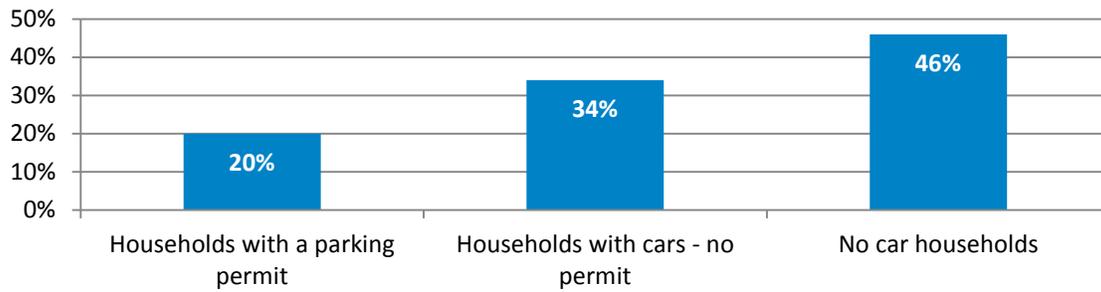
Parking in the West End has been a longstanding issue, visitors and residents alike spend considerable time looking for parking. The strategy outlined in this report aims to solve many of these challenges, while piloting an innovative participatory budgeting process to invest incremental revenues within the neighbourhood. The City Manager supports the recommendations within the report.

***REPORT******Background/Context*****Existing Parking Conditions in the West End**

The West End Community Plan identified parking management as a significant issue for households. This includes those without cars or permits, since street parking is also relied upon by visitors, service and care providers, and is used for parking car share vehicles.

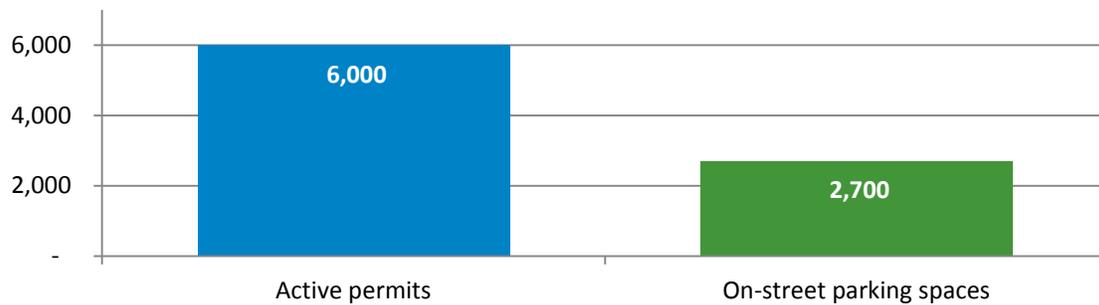
The West End permit zone has a population of about 40,000 - made up of about 29,000 households. Overall, households in the West End own fewer vehicles than those in other parts of the city.

### Vehicle and Permit Ownership of West End Households



Approximately 6,000 residential parking permits are active in the West End at any given time, but there are only 2,700 on-street parking spaces for permit holders.

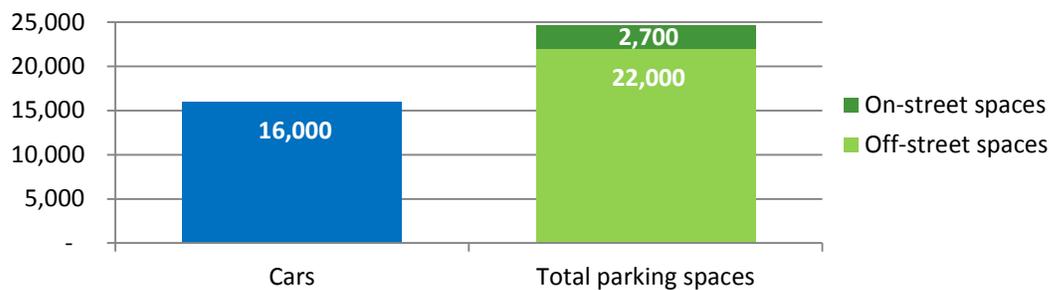
### Active West End Parking Permits and Available Parking Spaces



This creates on-street parking pressure and adds to traffic congestion, pollution and safety risks as motorists search for parking. An independent consultant concluded that in the late evening, a typical search for parking by a resident takes over 5 minutes, with 1.6 km of additional driving.

Off-street, there are nearly 22,000 residential parking spaces in the West End - thousands of which go unused as there are only 16,000 total registered vehicles in the neighbourhood.

### Registered Cars and Total Parking Spaces In the West End



Overall, there are about 1.5 residential parking spaces for every vehicle registered in the West End, indicating that the parking challenges could be solved with better parking management.

A significant factor for the high number of permits sold is that annual permits cost about \$6/month - relatively inexpensive for many households, and much less than off-street parking with a median price of about \$50/month.

The primary function of parking permits is to provide parking near home for those with insufficient off-street parking. In the West End, the relatively low price of permits, and large size of the permit zone incentivizes their use for other purposes:

- As a convenience permit to park on street near home (occasionally or regularly), even when off-street parking has already been rented or purchased;
- As a destination permit to park near amenities (which concentrates parking pressure on residents living near shops and other destinations); and
- As a visitor permit where residents park on street and allow a visitor to use their off-street parking space.

The aggregate effect of these other uses contributes significantly to on-street parking pressure.

In addition to issues with resident parking, short-term parking for residential visitors and service providers is in very short supply. There are approximately 500 short-term, on-street parking spaces - fewer than two on-street visitor parking spaces for every 100 households in the West End. This results in very long searches for visitor parking during peak visiting hours. At peak times in the evening, visitors can expect to spend nearly 10 minutes searching for parking on average, and travel an extra 2.7 km.

#### Anticipated Future Conditions

As noted in the West End Community Plan, by 2040 the West End is expected to grow by about 20%. This means 9,000 additional people, in 6,000 households.

Even with these changes, the total number of parking spaces per vehicle will remain high. By 2040 it is estimated that there will be about 1.4 spaces per vehicle. With careful management of all parking resources, there will be enough parking spaces for those who need them.

#### ***Strategic Analysis***

Nine actions are proposed that will help residents and their visitors find parking more easily and provide other benefits to the broader West End community. The actions presented have been revised and expanded based on feedback received in the community consultation events and surveys.

More details regarding the community engagement and staff responses are available in Appendix A.

#### **Actions 1-3: Managing Demand with Market Based Permit Prices**

##### **Action 1: Charge a Market-Based Rate for New Parking Permits**

**Recommendation:** Adjust the permit price to \$30 per month (\$360 per year) and periodically review based on market rates for off-street parking and future on-street parking conditions.

**Rationale:** A permit price that is closer to the rate for off-street parking will decrease demand for permits, and free up space on-street. This action:

1. Reduces the attractiveness of a parking permit for convenience parking, destination parking and accommodating visitors; and
2. Increases the relative attractiveness of off-street parking.

**Feedback:** In the first phase of community engagement the broad concept of increasing permit prices was supported by visitors and residents that did not own permits and not supported by permit holders.

In the second phase of engagement a permit price of \$50 per month was recommended. This price had been chosen to roughly match the median off-street parking cost. Many respondents to the survey, and individuals at the open houses, felt that this rate was too high for street parking permits.

The chart below summarizes the most common concerns heard regarding the \$50 per month recommendation, and how staff have responded.

| Concern or Comment   | Response   |
|--|--|
| <p><b>Proposed rate of \$50 per month is not affordable, especially for seniors and low income households [n=213 (number of survey respondents mentioning this)]</b></p> | <p>The proposed rate for new permit holders has been reduced from \$50 to \$30 per month based on a more complete pricing model. The model examined various cost factors associated with on-street parking including time spent searching, vehicle operating costs, and varying prices of permits.</p> <p>Under the recommendations, existing permit holders would be exempt from the market based rate (Action 2), eliminating risk of pricing existing residents out of the neighbourhood.</p> <p>An additional action for consideration has been introduced to exempt low income households from the market based rate and is described later in this report.</p> |
| <p><b>Concern the purpose of market rates is revenue generation. [n=189]</b></p>   | <p>The recommendations propose a report back on the feasibility of implementing a participatory budgeting pilot and if appropriate, a framework for the pilot participatory budgeting process to invest all or a portion of incremental revenue from permit sales within the West End (Action3) back into the community.</p>   |
| <p><b>Concern that higher permit prices will lead to higher prices for off-street spaces. [n=19]</b></p>   | <p>In the updated recommendations, the permit rates are lower than the average price for off-street parking, reducing the likelihood of rates increasing.</p> <p>Action 5 also responds to this concern by supporting increased parking options for residents. This may reduce upward pressure on price by increasing supply.</p>  |

## Action 2: Exempt Existing Permit Holders from the Market-Based Rate

**Recommendation:** Allow existing permit holders to keep paying the current rate (with annual adjustments for inflation), as long as permits are held continuously. Households applying for permits for the first time, or buying additional new permits, would pay the market-based price.

**Rationale:** The proposed rate change to \$30 per month or \$360 per year is significant. In the context of Vancouver's high cost of living, this could otherwise impose a significant financial challenge for many groups within the West End. This action eliminates such risks.

This recommendation will delay the visibility of the results of the West End Parking Strategy. However, due to the high permit turnover within the West End, it is anticipated that within five years, the majority of permit holders will be paying the market-based rate.

**Public Feedback and Response:** This recommendation responds to public feedback from the Phase 1 Community Engagement. The proposed exemption was generally well received in the second round of consultation. However, some residents perceived fairness issues, and expressed concern that the exemption would create a two-tier system and negatively impact the West End's sense of community. This concern must be balanced with the desire to avoid pricing existing residents out of the neighbourhood.

### **Action 3: Spend Incremental Permit Revenue within the West End and Pilot Participatory Budgeting**

**Recommendation:** Pilot participatory budgeting that would invest incremental revenue as a result of the shift towards market-based permit prices back into the community.

A participatory budgeting pilot project led by the City is suggested in order to determine the allocation of these funds. The potential total amount of additional revenue that could be invested is estimated at \$300,000 to \$500,000 annually; however due to the phased implementation of market-based permits, it will take several years for revenues to grow to this level. Costs associated with the administration of this Action, and potential costs associated with Action 5 would also be funded from this incremental revenue.

Staff will report back on the feasibility of implementing a participatory budgeting pilot for this purpose and, if appropriate, a framework for the pilot participatory budgeting process by mid-2017.

**Rationale:** Market-based permit prices will generate a net increase in revenue which can be considered for reinvestment into the community.

In 2015 the Engaged City Task Force recommended development of a participatory budgeting pilot project. Participatory budgeting is a process for allocating spending democratically that has had success around the world. In this process, community members suggest projects they feel would benefit their community. City Staff then work with the community to develop the ideas into feasible proposals and create cost estimates. These vetted proposals are voted upon by residents and the City implements the chosen projects. This process is repeated, usually on an annual basis.

The West End Parking Strategy offers a unique opportunity to explore a participatory budgeting pilot in Vancouver, engaging citizens of the West End, and building relationships between the city and the community.

**Public Feedback and Response:** This idea was brought up as a new idea during the first round of public consultation and was included in response. In the second survey, respondents indicated a need for transparency in the process for calculating funding amounts, and determining the improvements funded.

### **Action for Consideration: Exempt Lower Income Households from Increased Permit Rates**

Many West End residents expressed specific concern that increased permit prices could prevent lower income families who rely on their cars from moving to the West End, and that this could negatively impact the diverse character of the neighbourhood.

In response to these concerns the possibility of introducing an exemption for low income households was developed. This action would not improve parking conditions in the West End, but may be considered by Council to be an appropriate response to the community concerns regarding affordability.

**Action for Consideration:** THAT staff charge the same permit rate for low income households as the exempt rate for existing permit holders, and that to be eligible, households would need to be registered in the Vancouver Parks Leisure Access Program.

**Rationale:** The existing Leisure Access Program (LAP) managed by City of Vancouver Parks is an existing mechanism for verifying income requirements. Preliminary discussions with Parks indicate a viable path towards implementing this action, possibly with support from Engineering Services to off-set increases in demand for the program.

#### **Actions 4 - 6: Other Actions to Help Residents find Parking more Easily Near Home**

##### **Action 4: Divide the Permit Zone into Three Smaller Zones**

**Recommendation:** Divide the existing permit zone into three smaller zones with divisions along Davie Street and Denman Street (see Appendix C).

**Rationale:** The large size of the West End permit zone encourages the use of parking permits for parking at destinations away from home. This makes residential parking particularly challenging for West Enders who live near shops and services. Dividing the permit zone will limit the opportunities to use permits this way, and reduce demand for permit parking generally.

**Feedback from the Public:** Most West End residents were supportive of the new permit zone boundaries with the exception of existing permit holders.

Several specific concerns were heard and are summarized in the chart below.

| Concern or Comment   | Response   |
|--|--|
| Concern about the new zone boundaries [n=354]  | Alternative zone boundaries were explored, however arterial streets like Denman and Davie are the best choices since they do not have any permit parking along them, and are easy to understand.   |
| Smaller zones will prevent me from using my permit to park elsewhere in the West End [n=223]   | This recommendation was developed to reduce parking demand created by residents parking near destinations and to reinforce the intent of the program – making it easier to park near home.   |
| Seniors and people with limited mobility need a larger permit zone for shopping, medical visits, and visiting other destinations [n=126] | Individuals with mobility challenges are eligible for a SPARC BC placard which permits parking for up to 3 hours in any permit zone throughout the City.<br><br>In addition, the other recommendations in this plan are intended to improve visitor parking availability throughout the neighbourhood. |

##### **Action 5: Encourage Parking in Underused Off-Street Spaces**

**Recommendation:** Encourage and enable buildings with unused parking to rent spaces to other West End residents. In order to help unlock this unused parking, staff intend to:

- Report back to Council with zoning amendments to allow off-street parking in residential buildings for other residents
- Work with building owners to understand and eliminate barriers that may prevent use of off-street parking

- Explore supporting technology to help manage and/or help residents find off-street parking
- Ensure that parking in future development is designed to be sharable

**Rationale:** There are thousands of unused off-street parking spaces in the West End with dozens of buildings having at least fifty open parking spaces. A small shift from street parking to off-street parking would produce meaningful impact on parking conditions. Pricing, existing zoning, security and management concerns are current barriers to off-street parking by neighbourhood residents, which will need to be addressed.

**Public Feedback and Response:** Facilitating the use of underused parking was supported by all groups in the first survey.

Several specific concerns were heard, and staff responses are summarized below.

| Concern or Comment   | Response   |
|--|--|
| Could compromise building security [n=638]                   | The intent is to encourage building managers and stratas to make excess parking available to the neighbourhood – not require it. Security is an important consideration and staff continue to explore tools to address these concerns. |
| Concern about the effect on off-street parking rates [n=203] | Tools for encouraging the rental of off-street parking would be structured to minimize impacts to building residents.  |

### Action 6: Improve Parking Enforcement

**Recommendation:** Implement new technologies, such as license plate recognition, that will improve enforcement efficiency.

**Rationale:** Increasing enforcement efficiency will result in greater permit parking space availability, and ensure turnover in time limited zones.

**Public Feedback and Response:** This idea was included as an action based on recommendations from the public as part of the fall 2015 survey.

### Actions 7 - 9: Actions to Help Residential Visitors Find Parking

#### Action 7: Let Visitors Park in Residential Spaces When it's Less Busy

**Recommendation:** Implement pay-parking for visitors in some permit spaces during off-peak periods.

**Rationale:** The limited curb space available in the West End will be more efficiently used by allowing visitors to park in resident permit parking spaces during off-peak times. Staff are recommending a trial where pay-by-phone service replaces traditional parking meter equipment for this purpose to limit impact to the public realm.

**Public Feedback and Response:** This action was strongly supported by all surveyed groups in the fall 2015 survey.

**Action 8: Add Parking Meters to Some Visitor Spaces**

**Recommendation:** Install parking meters in some existing time-limited parking spaces. Metered parking spaces will be distributed throughout the West End to help ensure parking availability for residential visitors.

**Rationale:** Parking search times and distances are longer for visitors than residents, especially during the evening peak period. Metering some visitor spaces will encourage turnover and help to ensure that some spaces are always available. This idea was previously approved as part of the West End Community Plan but implementation has been delayed, pending the development of the West End Parking Strategy.

**Public Feedback and Response:** In the fall 2015 survey, there was a preference to metering some visitor spaces versus metering all visitor spaces. This is now the proposed initial approach.

**Action 9: Convert some Residential Parking to Visitor Parking**

**Recommendation:** Increase the supply of visitor parking by reallocating some residential permit parking spaces in the future, once demand is reduced.

**Rationale:** There are fewer than two on-street visitor parking spaces for every 100 households in the West End. Once the permit parking issues have been improved there will be opportunities to better use curb space by increasing visitor parking supply.

**Public Feedback and Response:** In the fall 2015 survey, there was strong support among all groups except permit holders.

Concerns with this action included the belief that it would prioritize access for tourists rather than the visitors of residents, and would result in residential permit users facing parking challenges as bad or worse than exist today.

It is envisioned that the conversion to visitor parking spaces would take place in several years, once resident parking is less pressured, and would be structured to prioritize convenience for visitors of West End residents.

**Related Issues*****Financial***

In the long term, additional revenues above existing permit revenue could be between \$300,000 and \$500,000 annually. This amount will take several years to materialize, as existing, exempt permit holders turn over. Based on current permit trends, in the first year there may be between \$60,000 to \$100,000 in incremental revenue. By the fifth year the value ranges from about \$250,000 to \$450,000 per year.

As outlined in Action 3, it is recommended that incremental revenue resulting from the shift toward market-based permit prices be considered for participatory budgeting. Staff will report back on the feasibility of implementing a participatory budgeting pilot for this purpose and, if appropriate, a framework for the pilot participatory budgeting process by mid-2017.

### ***Environmental***

The study on cruising for parking in the West End included an assessment of Greenhouse Gas (GHG) emissions and global warming potential. It is estimated that cruising for parking between the hours of 5:00pm and 11:00 PM alone, releases up to 2800 tonnes of CO<sub>2</sub>e GHG emissions per year. For comparison, this is equivalent to an extra 600 passenger vehicles on the road. The proportion of these emissions that are diverted will depend on the success of the strategy.

The actions proposed are in support of Transportation 2040 objectives which, taken together, are expected to reduce emissions, increase health, and have a positive effect on the environment.

### ***Legal***

To implement the changes outlined within this report, amendments to the Street and Traffic By-law are required. Staff will also report back with the required zoning amendments.

A draft By-law revision for the proposed Actions is provided in Appendix B.

### ***CONCLUSION***

Data supports the conclusions that parking on-street in the West End is challenging for both residents and visitors, yet there are a significant number of off-street parking spaces which are underutilized.

A series of actions are recommended in order to address challenges related to finding on-street parking within the West End, and to ensure that these challenges are avoided with future changes in the neighbourhood.

With thoughtful implementation, the above actions are expected to resolve the longstanding parking issues in the West End over time, and deliver other benefits to the broader neighbourhood.

\* \* \* \* \*

## Appendix A: Summary of Public Engagement Results

Staff employed a two-phased public engagement strategy to better understand parking issues in the West End, educate on key issues, and test support for various tools that could improve parking in the neighbourhood.

The **first phase** (Fall 2015) invited residents and visitors to share basic information about their experiences parking in the neighbourhood. It also introduced a number of policy tools that could improve on-street parking for residents and visitors, and how they might help. Participants could indicate their level of support for each idea, and were also welcomed to share their own ideas.

Key tactics for Phase 1 included a web page with key facts, a survey that was available both online and in person at the West End Community Centre, and a series of pop-up City Hall events in the neighbourhood.

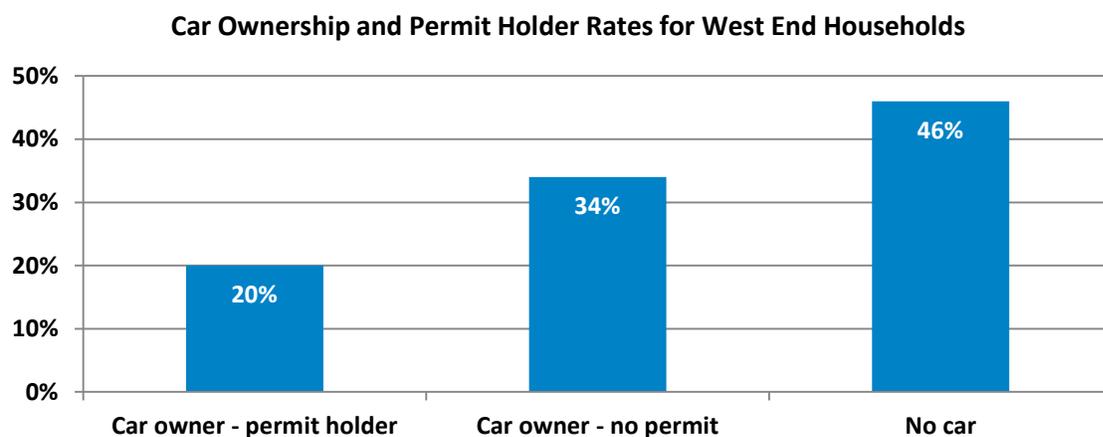
The **second phase** (Summer 2016) shared high level results from the first phase, and outlined a package of proposed actions to improve parking for residents and visitors. These proposals built upon the ideas introduced in Phase 1, and feedback from the community. Participants were invited to comment on each proposal and to indicate specific levels of support if the ideas had been developed significantly since their Phase 1 presentation.

Key tactics for Phase 2 included a more advanced website, a survey that was available both online and in person at the West End Community Centre, and two open houses (Tuesday July 19<sup>th</sup> from 4-8pm at the West End Community Centre, and Saturday July 23<sup>rd</sup> from 10am-2pm at the Nelson Park Farmers' Market).

The West End Parking Strategy was also presented to the Transportation 2040 Stakeholders advisory group.

### 1.0 Reaching the Target Audience

The West End has some of the lowest car ownership rates and highest car sharing rates in the City of Vancouver. Only about 54% of households own a private vehicle, less than half of these—roughly 20%—have parking permits.



Based on West End population and household size data from 2011 National Household Survey, and the number of vehicles registered to the West End permit area as reported by ICBC in 2015

Generally, surveys and open houses on parking management are much more likely to draw the attention of car drivers, and permit holders. Efforts were made to reach out to everyone who lives in the West End as well as frequent visitors.

### 1.1 Promotional tactics

Each phase included:

- Postcards delivered to every home in the West End
- Posters in apartment lobbies and at community destinations
- Large signs at highly visible community sites
- Large digital changeable message boards that were moved around the neighbourhood every few days
- Social media outreach, including targeted Facebook ads
- Emails to West End community stakeholder lists
- Invitations to Talk Vancouver participants

In Phase 2, Emails were sent to people who participated in Phase 1 and indicated a desire to stay informed.

### 1.2 Response Rates

Overall there was a high response rate to the online surveys, with nearly 10% of all West End residents participating.

In Phase 1:

- Almost 4,000 responses,
  - o 80% came from residents of the West End
  - o 20% from visitors

Permit-holders were over-represented when compared with the general neighbourhood population, accounting for about 55% of residential responses despite representing about 15% of the West End population (20% of households).

In Phase 2:

- Over 4300 survey responses
- 70% of which came from residents of the West End
- 30% from visitors.
- 44% of Phase 2 survey responses were from permit holders

The City held two West End Parking open houses in July 2016, which had a combined attendance of over 300 people. The Parking Management Department also responded to over 180 email and telephone enquiries from the public. Our social media posts on Facebook and Twitter reached an audience of over 62,000 people, with over 400 engagements (post clicks, likes, links or shares).

## 2.0 Phase 1 - Parking Experience and Behaviour

The Phase 1 survey included a number of questions to allow West End residents and visitors to share information on their parking experiences and behaviour.

Some key findings include:

- Off-street parking is much more expensive than permits today: Of the 58% of respondents who indicated what they pay for off-street parking, 5% pay \$0-25 per month, 40% pay \$25-50 per month, and 55% pay over \$50 per month

**Q. How much does off-street parking cost in your building?**

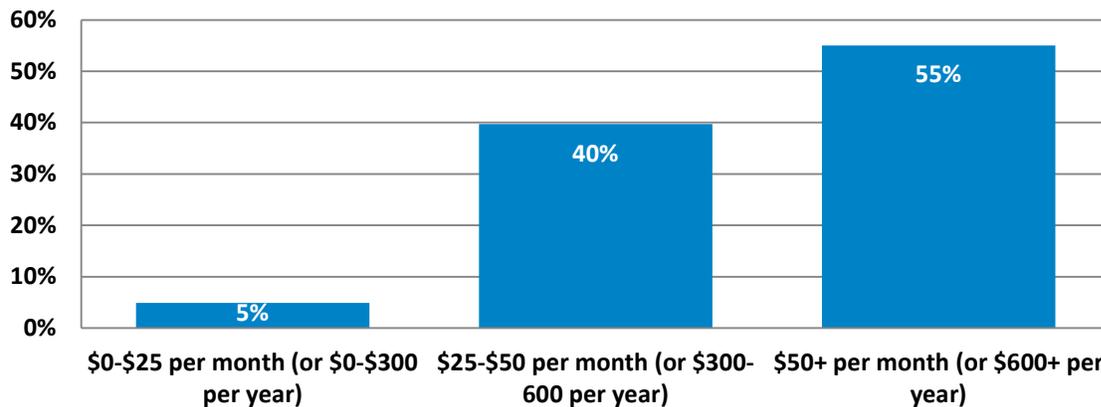
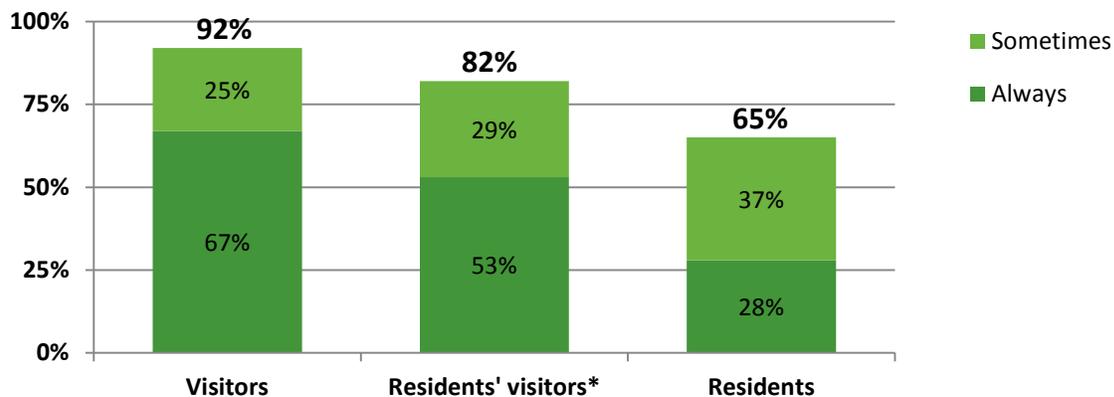


Chart includes only the 58% of survey respondents who reported what they pay for monthly parking.

When all 2531 responses to this question are tallied, the results are: Included in rent - 9%; \$0-\$25 - 3%; \$25-\$50 - 23% \$50+ - 32%; Own a parking stall - 25%; Don't know/Not sure - 8%

- Finding on-street parking is difficult: 92% of visitors and 65% of residents reported that it is sometimes or always difficult to find on-street parking

**Q. On average, how difficult is it for you to find on-street parking?**



\* as reported by residents. Number of respondents: visitors - 610 , residents' visitors - 3114, residents - 2916

## 2.1 Phase 1 - Ideas to Improve Parking

Several policy tools were described within the first Fall 2015 survey. Results for the tools included are summarized in the table below:

| Idea  | Level of Support             |                              |                              |                              |
|---|------------------------------|------------------------------|------------------------------|------------------------------|
|   | Visitors                     | Residents                    |                              |                              |
|   |                              | No Car                       | Car Owner                    |                              |
|   |                              |                              | No Permit                    | Permit Holder                |
| <i>Percent of West End Households</i>                                       | <i>N/A</i>                   | <i>46%</i>                   | <i>34%</i>                   | <i>20%</i>                   |
| Allow people to park in buildings they don't live in                        | <b>Yes</b><br>Y=77%<br>N=15% | <b>Yes</b><br>Y=73%<br>N=20% | <b>Yes</b><br>Y=62%<br>N=33% | <b>Yes</b><br>Y=71%<br>N=22% |
| Limit the number of permits sold  | <b>Yes</b><br>Y=63%<br>N=21% | <b>Yes</b> Y=59%<br>N=25%    | <b>Yes</b> Y=54%<br>N=32%    | <b>No</b> Y=34%<br>N=53%     |
| Make smaller permit zones   | <b>Yes</b> Y=73%<br>N=11%    | <b>Yes</b> Y=67%<br>N=17%    | <b>Yes</b> Y=56%<br>N=27%    | <b>No</b> Y=32%<br>N=55%     |
| Increase permit prices  | <b>Yes</b> Y=69%<br>N=18%    | <b>Yes</b> Y=66%<br>N=21%    | <b>Yes</b> Y=55%<br>N=33%    | <b>No</b> Y=28%<br>N=63%     |
| Convert some spaces to visitor parking                                      | <b>Yes</b> Y=82%<br>N=8%     | <b>Yes</b> Y=71%<br>N=16%    | <b>Yes</b> Y=69%<br>N=17%    | <b>No</b> Y=37%<br>N=48%     |
| Allow visitors to park in residential permit spaces during off-peak periods | <b>Yes</b> Y=80%<br>N=20%    | <b>Yes</b> Y=77%<br>N=23%    | <b>Yes</b> Y=73%<br>N=27%    | <b>Yes</b> Y=62%<br>N=38%    |

During Phase 1, participants also suggested other ideas to improve parking in the West End. Common themes are included in the table below.

| Additional Community-Generated Idea  | Staff Response   |
|--|--|
| Improve regulation enforcement   | <ul style="list-style-type: none"> <li>- Incorporated into Phase 2 recommendations.</li> </ul>   |
| Give the revenue from higher prices back to the community  | <ul style="list-style-type: none"> <li>- Incorporated into Phase 2 recommendations</li> </ul>  |
| Improve alternatives to driving (e.g. improved car sharing, bike sharing, improved bike parking, transit incentives) | <ul style="list-style-type: none"> <li>- Incorporated into Phase 2 recommendations; delivered through other City programs and projects</li> </ul>  |
| Exclude people living in future developments from the permit zone  | <ul style="list-style-type: none"> <li>- Requires further research and creates issues with fairness</li> </ul>   |
| Increase parking supply  | <ul style="list-style-type: none"> <li>- Not being considered</li> <li>- There are about 1.5 parking spaces for every car registered in the neighbourhood, suggesting current parking issues are due to management and not supply</li> <li>- Inconsistent with Transportation 2040 and Greenest City objectives</li> </ul> |

### **3.0 Phase 2 - Comments on Detailed Recommendations**

The Phase 2 survey, conducted in July and August 2016, presented a package of nine recommendations that built upon the ideas and findings from Phase 1.

The first recommendation was a refinement of ideas presented to the public during Phase 1. Survey participants were invited to indicate their level of support, to elaborate if they were opposed to the idea, and to share any general comments.

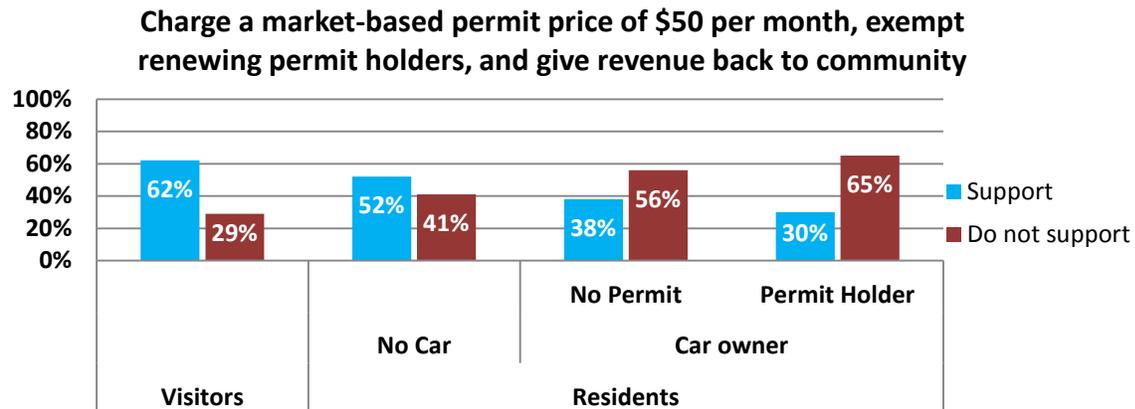
The remainder of the recommendations had already received community support when presented as ideas during Phase 1. The Phase 2 survey provided additional context and offered an opportunity for additional comments.

The following provides details each draft recommendation, as well as the survey responses received during phase 1 and 2.

### 3.1 Recommendation #1: Charge market-based permit prices, grandfather renewing permit holders, and give revenue back to the community

Draft recommendation #1 in the survey is related to proposed Actions 1, 2 and 3. The following table was used in the survey to communicate the draft actions, and the rationale behind them. Respondents were asked about their level of support for the actions as a package, and given a chance to provide detailed comments.

| Recommendation #1   | Why  |
|---|--|
| <p>Adjust permit price to market based rates, with the following conditions:</p> <ul style="list-style-type: none"> <li>a. Renewing permit holders would continue to pay the same rate as today (a.k.a. 'grandfathering')</li> <li>b. New permit holders would pay a market-based rate (~\$50 per month)</li> <li>c. Any increase in revenue from permit sales would be invested in the West End, to help deliver community-identified needs</li> </ul> | <p><b>It will make finding parking easier and reduce congestion, by encouraging people who can to park off-street</b></p> <ul style="list-style-type: none"> <li>• On-street permits are currently much cheaper than off-street parking. (Approx. \$6/month vs. over \$50/month)</li> <li>• As a result, many people choose to park on the street, even if they have access to parking in their building. Some buildings have over a hundred empty spaces.</li> <li>• By charging a market rate for on-street permits, more people will choose to park in their buildings, freeing up on-street space for those who need it.</li> <li>• This will make it easier to find parking on street, and reduce traffic caused by people driving in circles looking for parking.</li> </ul> <p><b>It addresses concerns about affordability</b></p> <ul style="list-style-type: none"> <li>• Existing permit holders would pay the same rate as before, so there is no risk of pricing existing residents out of the neighbourhood.</li> <li>• Historical data shows that many permit holders choose not to renew their permits over time, so most permits would be at the new rate within 5 years.</li> </ul> <p><b>It generates revenue to improve the community</b></p> <ul style="list-style-type: none"> <li>• Any increase in revenue from permit sales will be used to help pay for amenities in the West End</li> </ul> |
| <p>What we heard in Phase 1 (Fall 2015)</p>   | <p>There is community support for increasing rates from visitors and most residents, except among residents who currently have parking permits (who represent 20% of West End households).</p>   |

*Common Concerns and Comments about Recommendation #1*

Number of survey respondents: visitors – 1347, resident/car owner/permit holder – 1664, resident/car owner/no permit – 723, resident/no car – 556. Neutral / Unsure responses not shown on chart

Participants were asked to elaborate if they were opposed to the idea, and also invited to share any general comments. The most common concerns and comments were:

- The proposed rate of \$50 is not affordable, especially for seniors and low income households (n= 213)
- Those without off-street parking need to be accommodated (n = 88)
- Exemptions for existing residents are unfair or could prevent the price increase from achieving the desired effect of selling fewer permits (n = 138)
- Concern that the purpose of program is revenue generation / skepticism about the parking benefit district (n =189)
- Concern that higher on-street permit prices will drive up the market price for off-street spaces, reducing neighbourhood affordability (n =19)

### 3.2 Recommendation #2: Unlock underused parking

Draft recommendation #2 in the survey has evolved into proposed Action 5 in this report. The following table was used in the survey to communicate the draft actions, and the rationale behind them. Respondents were asked to provide detailed comments.

| Recommendation # 2  | Why   |
|---|---|
| <p>Enable buildings with excess parking to rent spaces to other West End residents, by:</p> <ul style="list-style-type: none"> <li>a. Updating zoning and bylaws</li> <li>b. Exploring ways to help building managers make sharing easier and address security (e.g. 3<sup>rd</sup> party apps, security audits)</li> <li>c. Ensuring parking in future development is designed to be sharable</li> </ul> | <p><b>It will free up space on the street and make better use of existing resources</b></p> <ul style="list-style-type: none"> <li>• There are more residential spaces than cars in the neighbourhood. (~1.5 residential parking spaces for every car registered in the West End permit area)</li> <li>• Some buildings have over a hundred unused parking spaces, sometimes next to buildings where parking is nearly full.</li> </ul> |
| <p>What we heard in Phase 1</p>   | <p>There is strong support for this idea from both visitors and residents of the West End.</p>  |

#### *Common Concerns and Comments*

This idea received support during Phase 1. During Phase 2, participants were asked invited to share any comments about this recommendation. The most common concerns were:

- Allowing non-tenants to access buildings could compromise security (n = 638)
- Concern that allowing non-residents access to neighbouring buildings could place upward pressure on existing off-street parking rates (n = 203)

### 3.3 Recommendation #3: Divide the permit area into smaller zones

Draft recommendation #3 in the survey has evolved into Action 4 in this report. The following table was used in the survey to communicate the draft actions, and the rationale behind them. Respondents were asked to provide detailed comments.

| Recommendation #3   | Why  |
|---|--|
| Subdivide permit zone into smaller zones, with Denman and Davie as dividing lines | <p><b>It will make it easier for residents to find a space close to home</b></p> <ul style="list-style-type: none"> <li>• The West End permit zone is by far the largest in the city. Many people mis-use their permit as a 'free parking pass' to park in areas far from home.</li> <li>• Smaller zones ensure that people who live far away don't use spaces intended for residents in the immediate area</li> <li>• Dividing the zone along the major streets Denman and Davie makes the new zones easy to understand and enforce.</li> </ul> |
| What we heard in Phase 1  | There is community support making smaller zones from visitors and most residents, except among residents who currently have parking permits (who represent 20% of West End households).  |

#### *Common Concerns and Comments*

During Phase 2, Participants were asked invited to share any comments about this recommendation. The most common concerns and comments were:

- Concerns about the placement of new zone boundaries (n = 354)
- Smaller zones will prevent residents from parking elsewhere in the neighbourhood when shopping or running errands (n =223)
- Seniors and people with limited mobility need a larger permit for shopping, medical visits, and visiting other destinations in the neighbourhood (n=126)

### 3.4 Recommendation #4: Use a mixture of strategies to improve visitor parking in the West End residential zone

Draft recommendation #4 in the survey has evolved into Actions 7, 8 and 9 in this report. The following table was used in the survey to communicate the draft actions, and the rationale behind them. Respondents were asked to provide detailed comments.

| Recommendation #4   | Why   |
|---|---|
| <p>Meter some existing visitor parking</p> <p>Offer lower rates and extended hours to resident-validated visitors</p>                       | <p><b>It will help ensure some visitor spaces are always available</b></p> <ul style="list-style-type: none"> <li>• Metering spaces will increase turnover</li> </ul>   |
| <p>Allow visitors and service providers to park in residential spaces during less busy off-peak periods, for a fee</p>                      | <p><b>It makes use of spaces when they aren't being used by residents</b></p> <ul style="list-style-type: none"> <li>• Most people are working during the day, so more spaces are available</li> </ul>                        |
| <p>Convert some residential parking spaces to visitor parking spaces, after other actions reduce residential demand for on-street space</p> | <p><b>It creates more space for visitors</b></p> <ul style="list-style-type: none"> <li>• There is currently very little visitor parking in the West End. (Fewer than two visitor spaces for every 100 households)</li> </ul> |
| <p>What we heard in Phase 1</p>   | <p>The tools above were generally supported in the fall 2015 consultation, and are not being proposed as recommendations.</p>   |

#### *Common Concerns and Comments*

Participants were asked invited to share any comments about this recommendation. The most common concerns and comments were:

- It's difficult for visitors and contractors to find parking today (n = 147)
- The proposed actions could be difficult to manage (n = 110)

### 3.5 Recommendation #5: Improve parking enforcement and alternatives to driving

Draft recommendation #5 in the survey has evolved into Action 6 in this report. The following table was used in the survey to communicate the draft actions, and the rationale behind them. Respondents were asked to provide detailed comments.

| Recommendation # 5  | Why   |
|---|---|
| Improve parking enforcement by using new technology   | It will make it easier to find parking by reducing the amount of illegal parking  |
| Improve alternatives to driving, e.g. by implementing bike sharing, and continuing to support car sharing | <p>It will reduce demand for parking</p> <ul style="list-style-type: none"> <li>Improved alternatives to driving make it easier to drive less and even help reduce car ownership</li> <li>The West End has the lowest car ownership in Vancouver (about 50% of households)</li> </ul> |

#### *Common Concerns and Comments*

Participants were asked invited to share any comments about this recommendation. The most common concerns and comments were:

- Improving parking enforcement and providing better alternatives to driving were ideas frequently suggested by the public in the fall 2015 consultation.
- Opposition to car sharing, bike sharing, cycling lanes, and/or public spaces that require the removal of some on-street parking (n = 475)
- Support for car sharing, bike sharing, and cycling lanes (n = 399)
- Transit improvements should also be considered (n = 221)

## Appendix B: Draft Bylaw Changes

### BY-LAW NO.

#### A By-law to amend Street and Traffic By-law No. 2849 regarding parking regulations

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This by-law amends the indicated provisions of the Street and Traffic By-law, No. 2849

2. Council inserts the following definitions in section 3 in correct alphabetical order:

““Existing West End Permit Holder” means a residential parking permit holder in the Denman West, Nelson or Davie South areas who held a residential parking permit valid in any of those areas before August 31, 2017, and has not allowed it to lapse for more than 90 consecutive days since that date.”;

““New Permit Holder” means a residential parking permit holder in the Denman West, Nelson or Davie South areas who was not a permit holder on August 31, 2017 and obtains a permit after that date.”

3. Council inserts the following definitions into Schedule D in correct alphabetical order:

“Nelson means the area bounded by Burrard Street, Davie Street, Denman Street and Robson Street.”;

“Davie South means the area bounded by Burrard Street, English Bay and Davie Street.”; and

“Denman West means the area bounded by Denman Street, English Bay, the east side of Stanley Park and Georgia Street.”

4. Council strikes section 23.4 and replaces it as follows:

“23.4 The annual fee for a permit authorizing parking under section 23.1(a)(i) or (ii) is:

(a) for parking of each vehicle belonging to an existing west end permit holder on streets located in the Denman West, Nelson or Davie South areas, as defined in Schedule D to this By-law ...\$ 74.19;

(b) for parking of each vehicle belonging to a new permit holder on streets located in the Denman West, Nelson or Davie South areas, as defined in Schedule D to this By-law ...\$ 360.00 annually or \$30.00 per month;

(c) for parking of each vehicle belonging to a resident on streets located in the Robson North area, as defined in Schedule D to this By-law... \$ 74.19;

(d) for parking of each vehicle belonging to a resident on streets located in the area of the city bounded on the north by 6th Avenue, on the east by Cambie Street, on the south by 19th Avenue from Cambie Street to Oak Street, and

by Douglas Crescent, Wolfe Avenue and Marpole Avenue from Oak Street to Granville Street, and on the west by Granville Street, except for the 500 and 600 blocks of West 18th Avenue and West 19th Avenue... \$54.76; and

(e) for parking of each vehicle belonging to a resident on streets located in all other areas of the city... \$37.08.

5. A decision by a court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law.

6. This By-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this            day of            , 2017

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
City Clerk

**Appendix C: Proposed Permit Zone Boundaries**

