



ADMINISTRATIVE REPORT

Report Date: June 28, 2019
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VanRIMS No.: 08-2000-20
Meeting Date: July 9, 2019

TO: Vancouver City Council
FROM: General Manager of Engineering Services
SUBJECT: Dissolution of the South Fraser Street Collective Parking Project

RECOMMENDATION

- A. THAT Council approve, in principle, the repeal of Assessment Property By-law No. 3808 as outlined in this report and Appendix A;
- FURTHER THAT Council instruct the Director of Legal Services to bring forward for enactment a by-law to repeal Assessment Property By-law No. 3808, which created the South Fraser Street Collective Parking Project ("SFSCPP"), as generally set out in Appendix A;
- B. THAT, subject to Council's approval of Recommendation A, Council approve, in principle, consequential amendments to the Parking By-law No. 6059 as outlined in this report and Appendix A;
- C. THAT the properties associated with the South Fraser Street Collective Parking Project be transferred from the Capital Fund to the Property Endowment Fund.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

On November 5, 1959, Council passed Assessment Property By-law No. 3808 that undertook and constructed the South Fraser Street Collective Parking Project ("SFSCPP") as a local improvement.

Under section 506A of the Vancouver Charter, Council may pass a by-law annually to defray certain costs and charges associated with a collective parking project, by specially assessing the real property benefited by and specially assessed for the construction of the collective parking project.

By-laws have been passed annually to defray the costs of the SFSCPP, which include electricity, maintenance/repair, sanitation/cleaning, and taxation. The last by-law passed was Bylaw No. 12376 enacted on March 12, 2019.

Properties in the Capital Fund that are deemed not core to civic services are typically transferred to the Property Endowment Fund.

Properties on both sides of Fraser Street from East 43rd to E 49th Avenue are entitled to parking space credits in development applications due to the existence of the SFSCPP.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Background/Context

The South Fraser Street Collective Parking Project (SFSCPP) consists of over 260 parking spaces spread over 12 parking lots west of Fraser Street between E 43rd Avenue and E 49th Avenue (See Figure 1). It was constructed after Council passed Assessment Property By-law No. 3808 on November 5, 1959 that undertook and constructed the SFSCPP as a local improvement. The lands which consist of the SFSCPP are owned by the City of Vancouver and have been held in the Capital Fund since acquisition in 1960.



Figure 1 - SFSCPP Parking Lots

For nearly 60 years, the SFSCPP has provided customer parking to Fraser Street businesses. During this same time period, properties along Fraser Street between East 43rd Avenue and East 49th Avenue benefitting from the SFSCPP have paid special assessments to cover the acquisition, taxes, and other costs of that benefit. The special assessment for each property is proportional to their Fraser Street frontage with properties on the west side of Fraser Street paying twice the rate of properties on the east side. A list of the properties benefitting from the SFSCPP can be found in Appendix C. For 2018, they paid approximately \$325,000 in general levies and other taxation as well as approximately \$21,000 in operation and maintenance costs as per 2018 Assessment Property for South Fraser Street Collective Parking By-law No 12376.

It should be noted that, based upon a review by staff, these special assessments do not mean that these properties are “beneficial trustees” of the lands where the SFSCPP resides. Nevertheless, as the SFSCPP forms an important part of business operations in the area, any changes to it should be mindful of the impacts to the neighbourhood.

Strategic Analysis

Today, off-street parking in the SFSCPP operates at near capacity during peak periods. A 2019 weekday field study indicated that at 1 PM, the combined occupancy for all 260 spaces in the SFSCPP was 96%. Occupancies at this level indicate that parking in the SFSCPP is not reliably available to customers and other visitors to the area.

On-street parking in the South Hill area is also heavily used with most blocks exceeding the City’s target on-street parking occupancy of 85%. Staff notified the South Hill BIA that due to the high occupancies observed on street that metered parking was planned to be installed as authorized under the Parking Meter Bylaw No. 2952. As staff worked with the BIA on resolving parking issues in this area, the BIA indicated a preference to have on-street parking management changes coordinated with off-street parking management changes as addressing only one area would exacerbate issues on the other. Accordingly, the installation of on-street metered parking was delayed to coordinate with changes to the SFSCPP.

Metered parking is one of the City’s most powerful parking management tools. Metered parking promotes vehicle turnover and creates available spaces for drivers destined for an area. This not only makes it more convenient for the parking public, but also mitigates the impacts of “cruising for parking” (i.e. vehicles driving around looking for an available space) which causes increased delays and safety issues for all road users (other vehicles, transit, cyclists, and pedestrians). Cruising for parking also results in unnecessary greenhouse gas emissions.

Metered parking is also a key tool in achieving the City’s Climate Emergency Big Move #2 (having two-thirds of trips be by active transportation and transit by 2030), as it will prompt visitors to the area to consider walking, cycling, or utilizing transit.

To address the parking issues in the SFSCPP, it is recommended that the Assessment Property By-law No. 3808 be repealed and that the parking lots be managed by the City’s parking lot operator, EasyPark. Under the management of EasyPark, pay parking can be implemented for both monthly parkers and customers in a manner that best suits the surrounding neighbourhood’s needs. The introduction of pay parking in the lots

would be coordinated with the installation of on-street metered parking. The recommended date for By-Law No. 3808 to be repealed is August 1, 2019.

After the repeal of By-Law No. 3808, properties contributing to the SFSCPP will no longer be responsible for the annual special assessment. Based on 2018 levies, this will result in an annual savings of \$2400 – \$15,700 per property owner.

When By-law No. 3808 is repealed, it is recommended that the lands which consist of the SFSCPP be transferred from the Capital Fund to the Property Endowment Fund (PEF) as they are no longer needed for their original purpose and are not core to civic service delivery. Furthermore, EasyPark manages 24 other PEF properties with the parking revenue accruing to the Parking Sites Reserve, which in turn, is used to support ongoing capital maintenance requirements of parkades, the City Public Bike Share Program and other active transportation initiatives undertaken by the City. In addition, the Parking Sites Reserve pays a \$2M annual dividend to the general revenue fund.

After By-law No. 3808 is repealed, the rationale to apply collective parking space credits to properties along Fraser Street between E 43rd and E 49th Avenues will still be valid as public parking will still be available in the SFSCPP lands. Staff recommend updating the Parking Meter By-law No. 6059 to reflect this rationale. In light of this and the important role that this parking plays in the neighbourhood, a fulsome parking study that assesses the overall parking needs of the area should be conducted with input from the BIA and surrounding area prior to any further changes to parking being considered.

This introduction of metered parking may result in more pressure for parking to spill over into the surrounding residential neighbourhood. Some residential streets near the SFSCPP already have residential parking restrictions. To mitigate the impact of parking spill over on streets that do not currently have residential parking restrictions, staff will prioritize residential permit parking survey requests with a target of conducting surveys within one week of a request.

Public/Civic Agency Input (if applicable)

The group most impacted by these changes are businesses along this portion of Fraser Street, represented by the South Hill BIA. Staff have been meeting with representatives from the South Hill BIA on this issue since the end of 2017. During these meetings, staff have discussed the issues regarding ownership of the lots as well as how EasyPark will operate and manage the lots after the SFSCPP is dissolved. The proposed improvements, pricing and operations of the lots can be found in Appendix B.

While the BIA has expressed concerns with the impact of metered parking, they are ultimately supportive of the dissolution of the SFSCPP as it is anticipated to resolve many of their long-standing parking issues and remove the costs of the SFSCPP from property owners.

During discussions with the BIA, the City also received two petitions not in support of the installation of pay parking on or off street. These petitions, which were organized by the same individual, contained approximately 3000 signatures from customers/residents and 90 businesses (about half of the businesses in the BIA). These petitions were received without any information provided by City staff and in staff's opinion do not accurately

characterize the impacts that pay parking will have on the area. For reference, the preamble text provided as part of the petition can be found in Appendix D.

Implications/Related Issues/Risk (if applicable)

Financial

Financial Planning & Analysis has reviewed the report and confirm the difference in revenue collected today through taxation revenue from the South Fraser Collective Parking properties for special assessments, approximately \$325,000, can be offset through revenue collected through on-street metered parking.

The projected average net annual revenue from introducing pay parking on the former SFSCPP lands is approximately \$100,000. As the lands are proposed to be part of the Property Endowment Fund, this revenue will contribute to the Parking Sites Reserve rather than to General Revenue.

The South Fraser Collective Parking properties will only be responsible for special assessments up to the day that Assessment Property By-law No. 3808 is repealed. Accordingly, a final by-law to defray costs for the SFSCPP will be required to cover costs between January 1, 2019 and the date of repeal.

CONCLUSION

Staff recommend that the SFSCPP be dissolved and that management of the lot be assumed by the City's commercial lot operator, EasyPark. This action will help alleviate the parking management issues facing the South Hill area today which result in increased traffic congestion, increased greenhouse gas emissions, and safety impacts for all roadway users.

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DRAFT By-law to repeal By-law No. 3808, A By-law to provide for the acquisition of certain real property for the use of the public for the parking of vehicles

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. Council repeals By-law No. 3808.

**DRAFT By-law to amend Parking By-law No. 6059
Regarding updating collective parking lot regulations**

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

1. This By-law amends the indicated provisions of the Parking By-law No. 6059.
2. Council strikes subsection 4.6.4 (a) and substitutes the following:
 - “(a) they are part of a collective parking project undertaken by Council pursuant to a Local Improvement By-law or that they were part of the former collective parking project undertaken by Assessment Property By-law No. 3808 (the South Fraser Street Collective Parking Project); or”

Proposed Improvements, Pricing and Operations for the former South Fraser Street Collective Parking Project

Initial Improvements

- 8 Pay Stations installed in convenient locations within the lot
- New lot entry signage to indicate public parking
- Multilingual signage in lots to indicate parking/payment instructions
 - English
 - Punjabi
 - Tagalog
 - Chinese-Mandarin
- Replacement of broken and wooden wheel stops with concrete wheel stops
- Repainting of existing stall lines, directional arrows, and stop lines
- Additional paint at lot accesses/egresses to better indicate transition between lots and lanes
- Decorative wrapping installed on Kiosk that supports the DC Fast Charger
- Improved lighting (as identified by EasyPark lighting audit to be conducted in September 2019)
- Pothole repair

Initial Lot Management/Pricing

- Transient/short term parking
 - Charged at a rate \$1/hour
 - Available for purchase in 15 minute increments
 - Payable using coin, credit card, the EasyPark app, the Paybyphone app, or the Honk Mobile app
- Monthly parking
 - Approximately 50-70 designated spaces on the north end (near 43rd and 44th Ave) of the lots
 - Virtual permits available for purchase using EasyPark's online and telephone channels
 - Pricing (exclusive of GST and Parking tax, currently 5% and 24%, respectively):
 - 9 AM - 10 PM access - \$80/month
 - 9 AM - 6 PM access - \$50/month
 - 6 PM - 10 PM access - \$30/month
- To support existing volunteer activities, 5 parking passes will be issued to the BIA that will allow up to four hours of free parking. These passes, to be managed by the BIA, are intended to be used only to support unpaid/volunteer work that improves public space.
- Non-commercial, publically accessible events can be held in the lot without charge

On-going Operations/Maintenance

- Wheel stops repaired as required
- Landscaping maintenance:
 - Scheduled from March to September

- Includes all softscape areas in the within the lots as well as adjacent boulevard areas on City street
- Garbage removal twice per week
- Lines repainted as required
- Snow removal and de-icing
- Pothole check and repair audits in March - April
- Tree lights during the fall/holiday season
- Investigate potential for future charging stations, particularly near E 49th Ave
- Security and enforcement patrols 2-3 times daily

On-going Lot Pricing/Management

- EasyPark will share performance metrics from the lot with the City and BIA on a monthly basis for the first few months after pay parking is introduced. After the use of the lot stabilizes, this may be reduced to quarterly reports. Metrics provided by EasyPark will include:
 - Lot utilization by time of day
 - Number of monthly passes issued, by type
 - Maintenance activities undertaken
- Future changes in price will be based upon market conditions and in line with both on-street and off-street parking charges in the area
- Adjustments to the ratio between monthly parking and short-term parking will be made in consultation with the BIA to determine what best meets the needs of the area

List of South Fraser Collective Parking Project Properties paying Special Assessments

West Side

016-210-755-07 Lots 19 & 20, Blk 2, DL 645, Pln 2317	016-210-758-31 Lot 3, Blk 1, DL 646, Pln 1427
016-210-755-29 Lot 21, Blk 2, DL 645, Pln 2317	016-210-758-45 Lot 4, Blk 1, DL 646, Pln 1427
016-210-755-37 Lot 22, Blk 2, DL 645, Pln 2317	016-210-758-67 Lot 5, Blk 1, DL 646, Pln 1427
016-210-755-45 Lot 23, Blk 2, DL 645, Pln 2317	016-210-758-71 Lot 6, Blk 1, DL 646, Pln 1427
016-210-755-63 Lot A, Blk 2, DL 645, Pln 15444	016-210-758-91 Lots 7 & 8, Blk 1, DL 646, Pln 1427
016-210-755-73 Lot 26, Blk 2, DL 645, Pln 2317	016-210-761-03 Parcel C, Blk 2, DL 646, Pln BCP7391
016-210-755-97 Lot B, Blk 2, DL 645, Pln LMP 15552	016-210-761-31 Lot 3, Blk 2, DL 646, Pln 1427
016-210-757-07 Lots 19 & 20, Blk 3, DL 645, Pln 2317	016-210-761-43 Lot 4, Blk 2, DL 646, Pln 1427
016-210-757-27 Lot 21, Blk 3, DL 645, Pln 2317	016-210-761-63 Lots 5 & 6, Blk 2, DL 646, Pln 1427
016-210-757-49 Lot A, Blk 3, DL 645, Pln 2317	016-210-761-97 Lot A, Blk 2, DL 646, Pln EPP75672
016-210-757-95 Lots 25 & 26 & N. 15 ft. of 27 & 28 Amd, Blk 3, DL 645, Pln 2317	016-210-765-05 Lot A, Blks 1 to 3 & 22 to 24, DL 649, Pln 12...
016-210-758-05 Lot 1, Blk 1, DL 646, Pln 1427	016-210-765-47 Lot 4, Blks 1 to 3 & 22 to 24, DL 649, Pln 1286
016-210-758-15 Lot 2, Blk 1, DL 646, Pln 1427	016-210-765-69 Lot B, Blks 1 to 3 & 22 to 24, DL 649, Pln 17897
	016-210-765-87 Lot 7, Blks 1 to 3 & 22 to 24, DL 649, Pln 1286
	016-210-765-95 Lot A, Blks 2 to 3, DL 649, Pln 29567
	016-210-769-05 Lot 9, Blks 4 to 6, DL 649, Pln 2236
	016-210-769-19 Lot 10, Blks 4 to 6, DL 649, Pln 2236

016-210-769-33
Lot L, DL 649, Plan BCP46445

016-210-769-47
Lot 13, Blks 4 to 6, DL 649, Pln 2236

016-210-769-57
Lot 14, Blks 4 to 6, DL 649, Pln 2236

016-210-769-75
Lot 15, Blks 4 to 6, DL 649, Pln 2236

016-210-769-79
Lot 16, Blks 4 to 6, DL 649, Pln 2236

016-210-769-97
Lot J, Blks 4 to 6, DL 649, Pln LMP2787

East Side

016-210-755-06
Lots 16 to 18, Blk 1 , DL 664, N 3/4 Pln 2148

016-210-755-36
Lot 15 , Blk 1, DL 664, N 3/4 Pln 2148

016-210-755-76
Lots 13 to 14, Blk 1 , DL 664, N 3/4 Pln 7760

016-210-757-26 VSB School ex.
Lot 3, Blks 2 and 3, DL 664 NE 1/4, Pln 14021

016-210-757-76 *CoV Fraser Library
Lot A , DL 664, N 1/2 of S. 1/4 Pln 7414

016-210-757-96
Lot B , DL 664, S. Pt, Pln 17850

016-210-758-06
Lot 18 , Blk 1, DL 663, Pln 1390

016-210-758-16
Lot 17 , Blk 1, DL 663, Pln 1390

016-210-769-26
Lot 12 Amd, Blk 1, DL 662, Pln 1900

016-210-769-42
Lots 13 Amd & 14 Amd, Blk 1, DL 662, Pln 1900

016-210-769-64
Lots 15 Amd to 17 , Blk 1, DL 662, Pln 1900

016-210-769-94
Lots 18 & 19 , Blk 1, DL 662, Pln 1900

016-210-758-24
Lot 16 , Blk 1, DL 663, Pln 1390

016-210-758-36
Lot 15 , Blk 1, DL 663, Pln 1390

016-210-758-50
Lot 14 , Blk 1, DL 663, Pln 1390

016-210-758-64
Strata Plan BCS1388 -

016-210-758-86
Lots 10 & S 1/2 of 11, Blk 1, DL 663, Pln 1390

016-210-761-18
Lot B, Blk 1, DL 663, Pln 21036

016-210-761-36
Lot 6 , Blk 1, DL 663, Pln 1390

016-210-761-64
Lot A , Blk 1, DL 663, Pln 1390

016-210-761-74
Lot 3 , Blk 1, DL 663, Pln 1390

016-210-761-98
Lot C , Blk 1, DL 663, Pln VAP23174

016-210-765-06
Lots 1 to 3, Blk 1, DL 662, Pln 1900

016-210-765-42
Lot 4 , Blk 1, DL 662, Pln 1900

016-210-765-52
Lot 5 , Blk 1, DL 662, Pln 1900

016-210-765-68
Lot 6 , Blk 1, DL 662, Pln 1900

016-210-765-74
Lot 7 , Blk 1, DL 662, Pln 1900

016-210-765-86
Lots B & 10 Amd , Blk 1, DL 662, Pln 1900

016-210-769-18
Lot 11 Amd , Blk 1, DL 662, Pln 1900

To the City of Vancouver

We the undersigned urge the city of Vancouver not to move forward with plans to install paid parking meters in the South Hill Community area; including Fraser Street and back lane parking on the west side of Fraser Street in South Hill Community area.

- This is not a downtown commercial district; it is a neighborhood.
- Meters will damage the unique charm and historic look and feel of Fraser Street.
- Meters will also result in difficulties and inconveniences for residents and merchants alike; motorists will avoid meters by parking on residential side streets, or they will avoid the area altogether, resulting in a drop-in revenue for the small businesses in the neighborhood.

This is also impacting John Oliver Secondary School, South Hill Community Centre, and Vancouver Public Library (South Hill Branch) families. Pickup and drop off will be complicated and made more inconvenient with parking meters.

The residents, small businesses and their customers, and parents who live and work in the Fraser Street area should not have to suffer because the City of Vancouver cannot come up with more creative and effective ways of generating revenue, ways that do not harm a unique street and neighborhood. Putting meters on Fraser Street does not solve a money problem for the city of Vancouver, it simply puts the money problem on the backs of those who have mortgaged their futures for this struggling city, namely the residents and merchants who choose to live and do business here.

Please sign this petition if you are against paid meter installation on Fraser Street. By doing so you are helping maintain the gritty charm of our South Hill neighborhood and historic Fraser Street, reserving the quality of life for residents, and retaining the economic viability for small business owners on Fraser Street.