

# AGENDA

## *COUNCIL WORKSHOP*

**Monday, April 25, 2016**

**6:00 p.m.**

**Committee Room, Municipal Hall**

**355 West Queens Road,**

**North Vancouver, BC**

**Council Members:**

Mayor Richard Walton

Councillor Roger Bassam

Councillor Mathew Bond

Councillor Jim Hanson

Councillor Robin Hicks

Councillor Doug MacKay-Dunn

Councillor Lisa Muri



NORTH VANCOUVER  
DISTRICT

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## COUNCIL WORKSHOP

**6:00 p.m.**  
**Monday, April 25, 2016**  
**Committee Room, Municipal Hall,**  
**355 West Queens Road, North Vancouver**

### AGENDA

#### 1. ADOPTION OF THE AGENDA

##### 1.1. April 25, 2016 Council Workshop Agenda

*Recommendation:*

THAT the agenda for the April 25, 2016 Council Workshop be adopted as circulated, including the addition of any items listed in the agenda addendum.

#### 2. ADOPTION OF MINUTES

##### 2.1. April 5, 2016 Workshop Agenda

p. 7-8

*Recommendation:*

THAT the minutes of the April 5, 2016 Council Workshop are adopted.

##### 2.2. April 11, 2016 Workshop Agenda

p. 9-10

*Recommendation:*

THAT the minutes of the April 11, 2016 Council Workshop are adopted.

#### 3. REPORTS FROM COUNCIL OR STAFF

##### 3.1. Pay Parking in the District of North Vancouver Parks with Regional Use (Continued from April 18, 2016)

p. 13-22

File No. 5460-49.00

*Recommendation:*

THAT the April 18, 2016 report of the General Manager – Engineering, Parks & Facilities, entitled Pay Parking in the District of North Vancouver Parks with Regional Use be received for information.

#### 4. PUBLIC INPUT

(maximum of ten minutes total)

#### 5. ADJOURNMENT

*Recommendation:*

THAT the April 25, 2016 Council Workshop be adjourned.

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# MINUTES

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**DISTRICT OF NORTH VANCOUVER  
COUNCIL WORKSHOP**

Minutes of the Council Workshop of the Council for the District of North Vancouver held at 5:03 p.m. on Tuesday, April 5, 2016 in the Committee Room of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

**Present:** Mayor R. Walton  
Councillor R. Bassam (via telephone)  
Councillor M. Bond  
Councillor J. Hanson  
Councillor R. Hicks  
Councillor L. Muri

**Absent:** Councillor D. MacKay-Dunn

**Staff:** Mr. D. Stuart, Chief Administrative Officer  
Mr. A. Wardell, Acting General Manager – Finance & Technology  
Ms. C. Grant, General Manager – Corporate Services  
Mr. G. Joyce, General Manager – Engineering, Parks & Facilities  
Mr. R. Danyluk, Manager – Financial Planning  
Mr. J. Gordon, Manager – Administrative Services  
Ms. S. Rogers, Manager – Parks  
Ms. A. Reiher, Confidential Council Clerk

**1. REPORTS FROM COUNCIL OR STAFF**

**1.1. 2016-2020 Financial Plan Deliberations**  
File No.

Mr. David Stuart, Chief Administrative Officer, remarked the budget is consistent with the Policy Framework set by Council, that it is not presently a fixed budget, and that the purpose of the presentation on the Financial Plan Workbook is to seek Council direction on the Bylaws.

Mr. Andy Wardell, Acting General Manager – Finance & Technology, reported that the Financial Plan is part of the Council's long term funding strategy toward sustainable service delivery, which strives to provide service at the best value for money.

Mr. Wardell reported that over the past decade the District has become a leader by building strong financial foundations which enables the District to respond to community priorities and emerging needs.

Mr. Wardell reported that the main budgetary themes to the 2016 Financial Plan include long term infrastructure renewal, managing development and transportation impacts to the region, and strategies for climate change adaptation.

Mr. Wardell reported that a survey was conducted throughout the Lower Mainland and that the average increase of costs to municipalities is at 3.36%.

Mr. Rick Danyluk, Manager – Financial Planning, commented on the public input received from a previous meeting of Council in relation to the Financial Plan budget. Mr. Danyluk noted that the increased development revenue covers related cost increases.

Councillor MURI left the meeting at 6:25 pm and returned at 6:26 pm.

Council discussion ensued regarding the role and responsibilities of Community Associations. Staff advised that Council can consider increasing funding to the Community Building Fund through future policy discussions.

Council commented on the paving needs for the Deep Cove area noting that due to the increase in tourists to the area there is premature wear and tear to the roads and trails.

Staff acknowledged that the Deep Cove road networks are deteriorating and that it is considering work expansion to the roads but that currently there is no funding for the work. Staff suggested a policy shift is needed on local improvements of this type of work and staff will report back to Council at a future meeting.

Council commented on the volunteer work by the North Shore Mountain Bike Association (NSMBA) to District trails. It was noted that a grant to NSMBA for park trail maintenance that commenced in 2014 has now ended, and support for the continuance of the work by the Association was discussed.

Staff spoke of the value of the volunteer work by NSMBA and Community Housing Action Committee (CHAC) and suggested that funding support and criteria for an ongoing basis of the associations could be considered at a future meeting of Council.

A consensus was reached to direct staff to prepare the 2016-2020 Financial Plan Bylaw.

## 2. ADJOURNMENT

**MOVED by Councillor BOND**  
**SECONDED by Councillor MURI**

THAT the April 5, 2016 Council Workshop for the District of North Vancouver be adjourned.

**CARRIED**  
(7:02 pm)

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Mayor

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Municipal Clerk



**DISTRICT OF NORTH VANCOUVER  
COUNCIL WORKSHOP**

Minutes of the Council Workshop Meeting of the Council for the District of North Vancouver held at 6:08 p.m. on Monday, April 11, 2016 in the Committee Room of the District Hall, 355 West Queens Road, North Vancouver, British Columbia.

**Present:** Mayor R. Walton  
Councillor R. Bassam  
Councillor M. Bond  
Councillor J. Hanson  
Councillor R. Hicks  
Councillor D. MacKay-Dunn  
Councillor L. Muri

**Staff:** Mr. D. Stuart, Chief Administrative Officer  
Ms. C. Grant, General Manager – Corporate Services  
Mr. G. Joyce, General Manager – Engineering, Parks & Facilities  
Mr. D. Milburn, Acting General Manager – Planning, Properties & Permits  
Mr. A. Wardell, Acting General Manager – Finance & Technology  
Mr. J. Gordon, Manager – Administrative Services  
Mr. E. Iorio, Revenue & Taxation Manager  
Ms. S. Dale, Confidential Council Clerk

**1. ADOPTION OF THE AGENDA**

**1.1. April 11, 2016 Council Workshop Agenda**

**MOVED by Councillor MURI**

**SECONDED by Councillor BASSAM**

THAT the agenda for the April 11, 2016 Council Workshop be adopted.

**CARRIED**

**2. ADOPTION OF MINUTES**

Nil

**3. REPORTS FROM COUNCIL OR STAFF**

**3.1. Tax Distribution**

File No.

Mr. Andy Wardell, Acting General Manager – Finance & Technology, provided an update on the Tax Strategy highlighting the 2016 implications.

Mr. Wardell further advised that:

- The Tax Competitiveness Strategy is beneficial;
- Larger classes are investing;
- The tax appeal risks are provided for; and,

- All property classes are below or close to the average for Metro Vancouver.

Mr. Wardell provided direction on how to spread the tax distribution between the property classes.

Council suggested having the Tax Distribution workshop early in the year before the tax rate has been set.

Council requested that staff report back on the status of the heavy industry class appeals with BC Assessment at the next Finance and Audit Committee meeting.

**MOVED by Councillor BASSAM**  
**SECONDED by Councillor MURI**

THAT staff be directed to prepare the 2016 Tax Rates Bylaw with the tax levy allocation being set at 3%.

**CARRIED**

**4. PUBLIC INPUT**

Nil

**5. ADJOURNMENT**

**MOVED by Councillor MURI**  
**SECONDED by Councillor BOND**

THAT the April 11, 2016 Council Workshop be adjourned.

**CARRIED**  
(6:48 pm)

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Mayor

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Municipal Clerk

## REPORTS

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Approved by:

Manager	GM	CAO
		

## Briefing Note: Pay Parking in District of North Vancouver Parks with Regional Use April 18, 2016

April 18, 2016 – Committee of the Whole

### Reason for Report

District Parks is exploring park funding strategies to recover seasonal operational costs through a user pay-for-service model which would include pay parking as a potential option. In January, 2016 Council requested that staff develop a “framework of principles” to support pay parking at key DNV parks experiencing high regional visitors during the spring and summer season. The model of pay parking would be considered one funding option within a range of park funding and management strategies, with the goal to recover expanding operating costs and to supplement tax base funding to operate those DNV parks with high regional visitorship. The four key parks with high regional use are Cates Park/Whey-ah-wichen, Lynn Canyon Park, Fromme Mtn Trails and Panorama/Deep Cove Parks. The model of pay parking in parks would also be considered one option within a broader DNV transportation and parking framework.

### Recommendation

Pilot pay parking at DNV Parks with high regional seasonal use to recover operating costs to manage the following parks - Cates Park/Whey-ah-wichen, Deep Cove/Panorama, Fromme Mtn and Lynn Canyon Park.

### Background

For a number of years, the District has experienced a growth in regional visitors of many District parks and trails, particularly between Spring and Fall seasons. With an increase in user volume comes higher park operational requirements and costs to manage public safety, special events, and elevated caretaker, washroom and garbage service levels, in addition to an expanded park ranger program.

The beauty, topography and forested landscape of the District attract recreationalists from across the Metro Vancouver region and beyond. Such parks and trails include Lynn Canyon Park, Fromme and Seymour Mountain trails, Cates Park/Whey-ah-wichen, Panorama/Deep Cove and Baden Powell Trail (Quarry Rock).

The District OCP and the Parks and Open Space Strategic Plan recognize the value of outdoor recreation and trails, and acknowledge the role that tourism can play in economic development and attracting visitors to the District. Park user surveys indicate that local residents and regional recreationalists rate hiking and biking as their top preferred activity.

## What Are The Key Park Management Seasonal Challenges?

With an increasing volume of regional trail and park users, the following park management challenges have evolved over the past years.

- **Trail Maintenance** - Higher trail maintenance costs at parks such as Baden Powell Trail - Quarry Rock, Lynn Canyon Park and Fromme Mountain are required. With over 2,000 weekend trail users at Quarry Rock, the condition of trails requires higher maintenance service levels
- **Parking & Traffic** - With higher volumes of trail users, many park parking lots are not designed to accommodate the volume of vehicles, and some parks have exceeded their capacity for parking and staging. Managing parking and traffic requires the daily presence of park rangers to ensure public safety is maintained at high use parks.
- **Increasing Operational Costs** - Increasing number of trail users results in higher operational costs to manage parks daily, with increasing washrooms supplies, graffiti, garbage pick-up and management of parking and gates. For example, at the Baden Powell Trail Panorama trail head, Parks picks up garbage daily on summer weekends to meet the capacity. Five years ago, weekly pick up of garbage was adequate.
- **Risk Management** - Increasing numbers of park users results in higher risk management concerns for public safety, which includes managing issues such as cliff jumping at Lynn Canyon Park, and costs associated with an increase in Fire and RCMP rescues and first aid.
- **Special Events & Commercial Operators** - Parks has also noted an increase in park special events and trail races, which results in more staff time to manage the events to ensure they run smoothly and efficiently. There are also more applications for commercial operators to have access to park trails and facilities.

### Recommended Framework of Pay Parking Principles

**The following principles are proposed for developing the Parks pay parking strategy.**

- Pay parking to be initiated within a learning and adaptive management framework. The approach is to start gradually, evaluate the performance indications and adjust accordingly.
- Revenue from any pilot pay parking at DNV Parks with high regional visitor will be used to support the recovery of expanded seasonal operational costs (rangers, caretakers, washrooms and waste management).
- Pay parking will be applied seasonally between Spring and Fall to support increased operational costs during peak periods.
- Pay parking program will provide a balance of pay and free parking in the parks to support resident access.
- Pay parking for commercial operators will be in effect year round.
- Alternate transportation programs to DNV Parks will be explored and encouraged, in the context of the DNV Transportation Plan ( i.e. school parking lots, shuttles et cetera).
- Measures will be taken to minimize any impacts of pay parking to adjacent neighbourhoods.

### Examples of Pay Parking at Municipal, Regional and Private Recreational Areas

The parking rates reflect current parking prices applied in other municipalities and range from \$2.00 to \$3.00 per hour and \$5.00 to \$10.00 per day depending on the time of year. The following rate structures are currently used in lower mainland parks and recreation areas:

- (1) Stanley Park charges \$3.25 an hour and \$11.00 a day from April 1, to September 30<sup>th</sup>, and \$2.25 an hour and \$6.00 a day from October 1, to March 31<sup>st</sup>.
- (2) CRD Parks on Vancouver Island – Sooke Potholes/Thetis Park, \$2.25 per day and \$20.00 for a season pass in the form of a decal from May 1 to September 30<sup>th</sup>. The rest of the year parking is free
- (3) Grouse Mountain Recreation area, \$2.00 an hour and \$8.00 a day or an annual permit in the form of a decal for \$40.00.
- (4) Metro Vancouver Parks and BC Parks do not currently charge for pay parking, except under specific conditions.

It should be noted that Cates Park/Whey-ah-wichen Boat Launch currently has a pay parking program, bringing in revenue in excess of \$75,000 annually.

### Preliminary Revenue Model for Cates, Panorama/Deep Cove, Fromme Mtn and Lynn Canyon Park

The following models are based on the assumption that revenues will be collected from a total of 553 stalls at the above four (4) parks. The model analysis is based on \$2 per hour or \$6.00 per day and a seasonal pass for \$20.00. There are two proposed options – Option 1 provides 50 % of stalls with pay parking with 50% stalls free, and Option 2 provides 100% stalls with pay parking.

#### Preliminary estimated revenues per park location at 50% stalls and 100% stalls for pay parking

Numbers based upon average of 75 % parking stall occupancy during a 12 hour day during peak season, with a combination of stalls turning over every 2 hrs, some stalls occupied all day, and some occupied by season passes.

Location	Estimated Number of Parking Stalls	Option 1 – Revenue for 50% Stalls Pay Parking ( 50% stalls free)	Option 2 Revenue for 100% Stalls Pay Parking
Cates Park/Whey-ah wichen	260	\$321,000	\$642,000
Panorama Deep Cove Parks	93	\$115,000	\$230,000
Fromme Mountain Parking Lot	75	\$92,000	\$184,000
Lynn Canyon Park	125	\$154,000	\$308,000
<b>Estimated Gross Total</b>		<b>\$682,000</b>	<b>\$1,364, 000</b>

A tender would be prepared for proposals from parking meter company to operate, administer and enforce the lots for approximately 15 - 25% of the gross revenues.

### **Implementation – Next Steps**

Assuming the Framework of Pay Parking Principles are supported, the next steps would be:

- Finalize parking rate - \$2.00 hr - \$6.00 /day - \$20 seasonal pass
- Pilot park in 2016 for pay parking
- Issue contract for service for pay parking management
- Develop a Communication Strategy for implementation of a pilot case
- Evaluate pay parking program 1 year after implementation

### **Conclusion**

With the growing popularity of DNV trails and parks, different approaches to funding park operations and maintenance to supplement the traditional tax base model are being evaluated. Recreational use and access to natural parkland is growing year by year. Management strategies to effectively operate those areas are under discussion in the Parks Department. The DNV alpine and forested natural park areas in Fromme and Seymour have more than doubled the parkland area that the Parks Department was operating 15 years ago, with an additional inventory of 50 km of natural hiking and biking trails.

Annual park operating funding to manage these popular recreational areas has not increased sufficiently to meet the seasonal operating demand and time on park resources. To support and supplement the park operating requirements, a user pay for service through opportunities such as pay parking, trail user fees, sponsorships and leveraging DNV funding through volunteer maintenance and management of trails are all options for future consideration.



# Parks Demand Management Pay Parking

April 18, 2016 Council Workshop



## Agenda

- Natural Parkland Demand Management
- Natural parkland operational challenges
- Regional use of DNV Parks
- Pay parking to recover park operational costs
- Approve “framework of principles” for pay parking
- Implementation & Next Steps

## User Pay Service for Natural Parkland

### Recommendation

Pilot pay parking at high regional use DNV parks between May to September, to recover increasing seasonal operational costs:

Fromme Mtn Parking  
Cates Park/Whey-ah-wichen  
Deep Cove/Panorama Park  
Lynn Canyon Park

## Regional Use of Fromme & Cates

### Fromme Mtn Parking

Monthly – 9,100 cars (Max 12, 696)  
Up to 50 % Regional Users



### Cates Park

Weekend - 3,200 vehicles  
Max 40,000/ month  
50% Regional Users



# Panorama/Deep Cove/Baden Powell

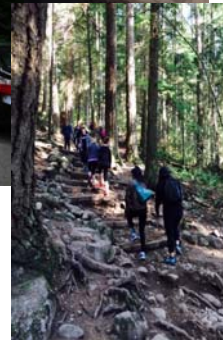
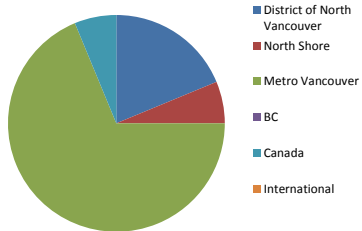
## Panorama/Quarry Rock



- Average weekly use exceeds 4,200
- Approx 2,000 visitors/wkend
- Injuries – 18 rescues (May- Aug, 2015)
- Parking over capacity



### High Regional Use



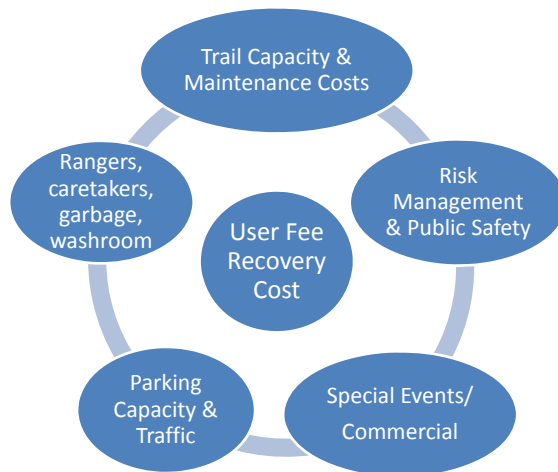
## Lynn Canyon Park, 2015

12 rescues  
19,000 jumpers & cliff climbers

**25% international visitors**  
**25% BC & Canada**  
**30% Metro Vancouver**  
**20% North Shore**

Region	Percentage
District of North Vancouver	~2%
North Shore	~20%
Metro Vancouver	~30%
BC	~25%
Canada	~25%
International	~25%

## Increasing operational costs & management



## Principles to Support Pay Parking in DNV Parks with Regional Use

- Pay parking initiated in learning & adaptive management framework
- Focus on pay parking for parks with high seasonal regional use
- Revenue directed to recover operational costs at high regional use parks ( rangers, litter, caretakers, washrooms etc)
- Apply seasonal pay parking in Spring to Fall during high volume use
- Provide balance of pay & free parking to support resident access
- Apply pay parking for commercial operators yr round
- Encourage use of alternate transportation to parks
- Minimize impacts of pay parking to surrounding neighborhoods

## Preliminary Revenue for Pay Parking

Location	Estimated Number of Parking Stalls	Option 1 – Revenue for 50% Stalls Pay Parking ( 50% stalls free)	Option 2 Revenue for 100% Stalls Pay Parking
Cates Park/Whey-ah wichen	260	\$321,000	\$642,000
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Estimated Gross Total		\$682,000	\$1,364,000

## Implementation – Next Steps

- Finalize parking rate - \$2 /hr - \$6/day - \$20 season pass
- Pilot park in 2016 for pay parking
- Issue contract for service for pay parking management
- Develop Communication Strategy for implementation
- Evaluate pay parking program in one year



## Discussion

- Approval of Pay Parking Principles & Next Steps

