AGENDA

COUNCIL WORKSHOP

Monday, November 4, 2019
5:30 p.m.
Committee Room, Municipal Hall
355 West Queens Road,
North Vancouver, BC

Council Members:
Mayor Mike Little
Councillor Jordan Back
Councillor Mathew Bond
Councillor Megan Curren
Councillor Betty Forbes
Councillor Jim Hanson
Councillor Lisa Muri

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AGENDA

1. ADOPTION OF THE AGENDA

   1.1. November 4, 2019 Council Workshop Agenda

       Recommendation:
       THAT the agenda for the November 4, 2019 Council Workshop is adopted as
       circulated, including the addition of any items listed in the agenda addendum.

2. ADOPTION OF MINUTES

3. REPORTS FROM COUNCIL OR STAFF

   3.1. On-Street Parking Management Strategies & Implementing a
        Connected Cycling Network

       File No. 16.8620.01 /023.000

       Report: Transportation Section Manager, October 25, 2019
       Attachment A: Street and Traffic Bylaw (Bylaw 7125) - Resident Parking Permits
       Attachment B: Current parking management practices in different municipalities

       Recommendation:
       THAT staff recommend to Council:

           THAT the October 25, 2019 report of the Transportation Section Manager
           entitled On-Street Parking Management Strategies & Implementing a
           Connected Cycling Network is received for information;

           THAT Committee endorse the goals for on-street parking as presented in
           the report dated October 25, 2019 of the Section Manager, Transportation;

           THAT Committee endorse Resident Parking Only, Time Restriction with
           Resident Exemption, and Pay Parking as available parking management
           tools;

           THAT Committee endorse availability of on-street and off-street parking
           based on peak parking demand occupancy as a key decision indicator for
           approval and implementation of the street parking regulatory tools;
THAT staff are directed to prepare a Street Parking Policy for Council consideration based on the endorsed goals, tools and indicators;

THAT Committee endorse the three cycling route priorities as identified in this Report; and,

THAT Committee endorse road space reallocation recommendations on arterials to address cycling connections to parks and/or gaps in the network.

4. PUBLIC INPUT

(maximum of ten minutes total)

5. ADJOURNMENT

Recommendation:
THAT the November 4, 2019 Council Workshop is adjourned.
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The District of North Vancouver
REPORT TO COMMITTEE

October 25, 2019
File: 16.8620.01/023.000

AUTHOR: Steve Carney, PEng, PTOE - Transportation Section Manager

SUBJECT: On-Street Parking Management Strategies & Implementing a Connected Cycling Network

RECOMMENDATION:
THAT Staff recommend to Council:

THAT the October 25, 2019 report from the Transportation Section Manager entitled On-Street Parking Management Strategies & Implementing a Connected Cycling Network be received for information,

THAT Committee endorse the goals for on-street parking as presented in the report dated October 25, 2019 from the Section Manager, Transportation,

THAT Committee endorse Resident Parking Only, Time Restriction with Resident Exemption, and Pay Parking as available parking management tools,

THAT Committee endorse availability of on-street and off-street parking based on peak parking demand occupancy as a key decision indicator for approval and implementation of the street parking regulatory tools,

THAT staff prepare a Street Parking Policy for Council consideration based on the endorsed goals, tools and indicators,

THAT staff prepare a plan for a park parking lot pay parking pilot program at Fromme and/or Lynn Canyon and/or Panorama Parks coordinated with on-street parking regulations to support demand management initiatives for Council consideration,
THAT Committee endorse the three cycling route priorities as identified in this Report, and

THAT Committee endorse road space reallocation recommendations on arterials to address cycling connections to parks and/or gaps in the network.

REASON FOR REPORT:
This report provides context for the annual Council transportation workshop on November 4, 2019. Its purpose is to initiate discussion with Council.

The report is structured around two transportation topics: parking and cycling. Staff seek Council’s input on these topics to aid in planning resources and project priorities.

Appendices are attached with further information.

SUMMARY:
Transportation continues to be a high priority for the District of North Vancouver (District) in 2019. This year staff continued to focus on safety and mobility for all modes within the District, and advancing numerous projects in coordination with neighbouring North Shore municipalities and senior government partners including TransLink and the Ministry of Transportation and Infrastructure (MoTI). Within transportation, parking and cycling continue to be key areas of focus.

PARKING
Parking issues in the District are generally divided into three categories: private (off-street), on-street or within parks. While work was completed in all three categories this year, this report is focussed on on-street and parks-related parking management.

Effective parking management strategies can be used to achieve the objectives of a community. Whether that is to increase turnover around businesses, improve liveability for local residents, improve safety around schools, or manage demand related to parks and tourism destinations, deliberate and careful consideration is needed to manage both on-street and off-street parking supply.

Key drivers for parking demand are land use, built form and geographic features. Parking demand can also vary by time of day, day of week and season. Many Lower Mainland municipalities have implemented parking policies that strive to achieve some degree of consistency across their respective jurisdictions. Due to the increasing demand for parking
(primarily due to the growing popularity of our parks and tourist attractions, and continued employment and population growth), the District is updating its parking policy in order to better manage our curb-side space.

This updated parking policy will enable staff to implement regulatory tools such as resident parking only (RPO), time restricted parking, and potentially pay parking systems in a consistent and fair way that reflect Council priorities. This report suggests possible guidelines for establishing a comprehensive parking management strategy.

CYCLING
Staff are guided by the Transportation Plan and the Bicycle Master Plan to implement cycling facilities within the District. In 2017, Council provided direction to staff to focus resources on three priority routes, connecting key centres with facilities suitable to cyclists of all ages and abilities. These routes are well underway and staff seek direction from Council for the next phase of priorities.

In addition, staff also seek direction from Council where parking and cycling compete for limited road space.

BACKGROUND:
PARKING
Currently, the District does not have a comprehensive parking management policy. As a result, street parking regulations in high demand areas have evolved inconsistently over time. Although there is language in the Street and Traffic Bylaw (Bylaw 7125) on how to obtain Resident Parking Permits, the existing process falls to the discretion of the Municipal Engineer with no clear Council-endorsed methodology or criteria for evaluation.

The purpose of this report is to provide information on various parking management tools, and to request confirmation from Council on District priorities with respect to on-street parking.

CYCLING
The District held a Council workshop in March 2017, covering the types of cycling facilities and how to achieve a connected cycling network that is comfortable for a broad array of users. At this workshop, Council directed staff to develop plans and cost estimates for three priority routes, and submit the projects to the long-term financial plan process for funding:

1) Lynn Valley Town Centre - Lynn Creek Town Centre;
2) Lynn Creek Town Centre - Maplewood Village; and
3) Lions Gate Village - Lynn Creek Town Centre.

From 2017 to 2019, staff have been working to deliver these routes.
Lynn Valley Town Centre - Lynn Creek Town Centre: This route primarily takes advantage of existing infrastructure in parks and on slow, low volume residential streets. The City is responsible for constructing the Casano-Loutet Bridge over Highway 1 and MoTI are upgrading sections of the Salop Trail in and around the Mountain Highway interchange. The District is working to deliver necessary upgrades to improve suitability for cyclists of all ages and abilities for the portions of the route with lower cost elements (such as road markings and signage) in 2020. More costly elements such as paving gravel paths through Kirkstone Park and necessary lighting upgrades are expected to be submitted to future budget processes.

Lynn Creek Town Centre - Maplewood Village: This route connects Lynn Creek Town Centre to Maplewood Village by crossing under the highway and East Keith Road at Lynn Creek, and travels on the north side of the highway and Mount Seymour Parkway reaching Maplewood Village1. The District delivered a portion of this route along Mount Seymour Parkway in 2017 while the remaining portion is being delivered by the (MoTI) as part of the Lower Lynn Interchange Improvement project.

Lions Gate Village - Lynn Creek Town Centre: This route travels through a significant portion of the City of North Vancouver (City). The District and the City are working together to identify upgrades necessary to make the route comfortable for users of all ages and abilities. This year, the District funded and constructed improvements on the east of Norgate Park and are also in the process of refreshing the wayfinding signage for the portion of the route within the District. Additional road marking and signage improvements are expected to be installed in 2020. Staff will seek funds for more costly elements as part of the budget process.

For the next phase, staff are recommending implementation of the following three priority routes:

1) Lynn Valley Town Centre - Edgemont Village,
2) Edgemont Village - Lions Gate Village, and
3) Maplewood Village - Deep Cove.

Lynn Valley Town Centre - Edgemont Village: This route primarily uses East 29th Street and West Queens Road within the District to link these two key town and village centres. In partnership with the City, the District implemented the portion along East 29th Street this year. Additional work will be required to identify the appropriate facility type needed to accommodate cyclists of all ages and abilities along West Queens Road from Jones Avenue to Woodbine Drive.

1 Through separate processes, cycling routes and types of facilities have been identified for the town and village centres. Implementation for these facilities are expected to be implemented and funded through redevelopment.
Edgemont Village – Lions Gate Village: The route utilizes Ridgewood Drive and Capilano Road to link these key destinations. Although staff have completed initial design work for portions of Capilano Road, more work is needed for Ridgewood Drive and the Capilano Road section under Highway 1 (MoTI jurisdiction).

Maplewood Village – Deep Cove: Work is required to identify the routing of this important connection. It is expected that a combination of low volume, slow neighbourhood bikeways, urban trails and on-street separated cycling facilities will be required to complete this route.

Additional Council priorities may also include a) addressing key connections to parks (along Lynn Valley Road and Mountain Highway north of Lynn Valley Road) and b) addressing direct connections along key arterials (East Keith Road and Mountain Highway north of Highway 1).

While the District is working to deliver improvements to the cycling network cost-effectively, in many areas the District is simultaneously observing increase parking demand. These issues sometimes overlap and compete for limited road space. Examples can be found along Mountain Highway in the Lynn Creek Town Centre or along Lynn Valley Road. Staff recommend that where on-street parking is consistently less than 85% occupied on designated cycle routes along arterials, that this curb-side space is allocated to active transportation modes (i.e. separated bike lanes, cycle tracks, or sidewalks).
Within town and village centres, cycling routes and facility types have largely been identified. Funding and implementation will be delivered through redevelopment. Where approvals of development applications have slowed, there may be some temporary gaps in the cycling network. In some cases it may be possible to deliver an interim condition that achieves a continuous cycling facility without land dedication through road space reallocation. Staff recommend that in these cases, on-street parking is reallocated as necessary to address gaps in the cycling network within the town and village centres.

EXISTING POLICY:
Street and Traffic Bylaw (Bylaw 7125) establishes the methodology to grant resident permit parking and is attached as Appendix A.

Official Community Plan establishes the target for 35% of all trips to be made by walking, cycling or transit by 2030. As identified in the District’s Transportation Plan, one of the District’s objectives is to provide a more complete cycling network that is safe and efficient for all ages and abilities.

ANALYSIS:
PARKING MANAGEMENT STRATEGIES
Coherent and effective on-street parking management offers several benefits. It can help to create parking availability through increased turn-over, address road safety concerns by improving sight lines, encourage walking, cycling and transit trips, and improve liveability within residential communities. Along some corridors, the reallocation of space reserved for on-street parking to active transportation modes or transit priority lanes provides a viable and cost-effective opportunity for increasing people moving capacity. This reallocation also provides secondary benefits, including reduced carbon emissions and improved community health and wellness.

The following goals should be considered in the development of the District’s parking management strategy:
- Improve liveability in residential neighbourhoods
- Maintain public accessibility to parks and other open spaces
- Promote local commercial activity through increased turnover
- Encourage travel by public transit and sustainable modes of transportation
- Achieve fair and consistent parking management treatments across the District
- Complement and support the OCP and town centres

To achieve these goals the following on-street parking management tools can be used:
- Regulatory tools (resident parking only, pay parking, resident exemption, time restricted, seasonal restrictions)
- Parking supply tools (parking lots, street space allocation etc.)
- Travel demand management tools (preferential treatment for car share, car pool, active transport, transit priority, etc.)
The goals will have different weights depending on the neighbourhood. For example, town centres may need more supportive parking regulations for commercial activity whereas residential neighbourhoods near high use parks may emphasize liveability. A benchmarking of current parking management practices in different municipalities is shown in Appendix B.

**General Guidelines for Residential Parking Only (RPO)**

RPO restrictions can help reduce parking demand in a residential neighbourhood from those who do not live there, however the application of RPO is not necessarily intended to ensure ample on-street parking availability for residents. In most cases there is a need to balance the needs of residents with several other factors.

When considering a block for RPO, the following factors need to be considered:
- Zoning and current land uses
- Parking demand
- Community input
- Contextual factors such as nearby schools, new developments, or public parks
- Desire to maintain public access to surrounding land uses
- Potential impacts to adjacent streets

Within the District of North Vancouver, RPO restrictions are most commonly implemented on local roads that are primarily residential. Typically these areas are adjacent to commercial areas, transit hubs, popular parks, or other major parking demand generators where demand for on-street parking is high.

Conversely, RPO is not recommended when:
- Parking data indicates no significant daytime parking occupancy issues or prevalence of commuter or non-resident visitors parking trends
- Parking restrictions would severely limit access to public parks, open spaces, commercial areas, or other community amenities

**Guidelines for Pay Parking**

Pay parking can be an effective tool to manage demand for a finite supply of on-street parking spaces. In addition to revenue generation, pay parking can provide other benefits such as increased turn-over in commercial/retail areas, or improve accessibility at popular parks or other recreation-based destinations. Active parking management including pay parking can be used to encourage parking availability, promote commercial activity, and discourage long-term car storage within the public right of way space.

Generally, the following areas or cases are appropriate for pay parking:
• Town and Village Centres — The Official Community Plan (OCP) establishes a network of connected town and village centres, and directs future growth and renewal to these centres. Each centre supports effective transit, walking, and cycling connections, and promotes healthier living and social interaction. Town and village centres incorporate a vibrant mixed-use centre and diverse mix of housing and local employment opportunities. Pay parking may be used in town and village Centres to promote economic vitality by facilitating access to local businesses.

• Public Access — Public parks and open spaces are vital places of recreation for the District’s diverse communities and visitors. Many public facilities including transit hubs, civic buildings, libraries, tourist attractions, and universities are major trip generators and generate high parking demand. Ensuring access to these shared spaces and their facilities, pay parking is an important consideration in developing a parking management strategy.

• High-Density Residential — High-density residential buildings generate a high demand for parking by visitors, deliveries, and residents alike, requiring active management of both on- and off-street parking spaces. Pay parking may be used in high-density residential areas to discourage on-street residential car storage, maintain access for deliveries and visitors to the building and broader area, reduce car ownership rates, and encourage alternative modes of transportation.

**Time Restricted with/without Resident Exemption (RE)**

Time restricted parking with/without local resident exemption (RE) are additional tools that can be effective in managing on-street parking demand. Under a time-restricted with resident exemption condition, the District has an increased ability to further manage the curb space by time-of-day. For example, it may be desirable to permit non-residents to have access to a park or other public space for a limited period of time (i.e. two hour time limit) however enable local residents to park without restrictions. Under a time restricted (without resident exemption) condition all users are subject to time restrictions. The duration of the restriction (i.e. one hour, two hours, four hours, etc.) is typically based on the results of parking duration data, or target durations given the surrounding land use.

**Cycling**

In order to reach the District’s targets to increase active mode share to 35% by 2030, the District must invest in providing safe and comfortable facilities for people walking and cycling. In neighbouring City of Vancouver, where on-going investments in cycling infrastructure and prioritization of active modes have been made, more people are choosing to cycle. The District has started the process of developing a cycling network, however many gaps currently exist. Despite this, we are seeing an increase in cycling ridership along key corridors such as Lynn Valley Road and East Keith Road as shown in Figure 2.
There are many different types cycling facilities, including paved urban trails, neighbourhood bikeways and cycle tracks (see figure 3). Deciding on what type of facility is needed on roadways is in part a function of vehicular speeds and volumes. On urban trails the facility type is a function of pedestrian and cyclist volumes.

Note: E. Keith Road at Lynn Creek experienced roadway and utility construction in 2018, which may have contributed to a decrease in ridership.
SUBJECT: On-Street Parking Management Strategies & Implementing a Connected Cycling Network

October 25, 2019

As the District continues to build higher quality cycling connections, we can expect to see increases in ridership. The emergence of e-bikes, increasing vehicle congestion and the desire to reduce our carbon footprints are also contributing to a shift in mode share.

FINANCIAL IMPACTS:
PARKING: Currently, the RPO and RE permitting system is designed to be cost neutral (i.e. permit revenues cover administrative costs). Under a pay parking scenario there is a potential for revenue generation.

CYCLING: Projects requiring funding will be submitted for consideration during the budget process.

ENVIRONMENTAL IMPACT:
Limiting parking supply and prioritizing active transportation can have a positive environmental impact by reducing car ownership rates and sustainable transportation modes.

PUBLIC INPUT:
PARKING: To date, most RPO and RE parking restrictions have been the result of petition-based public input requesting RPO to limit non-resident access. This has led to an inconsistent and in some cases disjointed application of parking restrictions that do not necessarily align with the broader transportation goals of the District (i.e. improved liveability, public access, increased turnover, encouraged use of sustainable modes of transportation).

CYCLING: The public were consulted during the development of the Official Community Plan, Transportation Plan and the Bicycle Master Plan. Additional public consultation strategies will be developed based on individual project needs.

CONCLUSION:
As a result of increasing population, employment, recreation and tourism on the North Shore, there is an increasing need to 1) confirm the District’s goals and priorities with respect to its parking management strategy, 2) establish an objective and data-based methodology for the consistent and fair application of parking management tools needed to achieve the District’s goals and priorities, and 3) continue to implement a connected cycling network to achieve the District’s mode share and carbon reduction targets. Staff therefore seek Council direction for both the development of a comprehensive parking management strategy, and the continued development of a connected cycling network to aid in resource planning and project priorities.
OPTIONS:
With respect to the items contained within this Report, Council has the following options:

1) Endorse all recommendations in this Report as submitted by staff.
   (Staff recommendation)

2) Endorse or amend selected recommendations in this Report as submitted by staff.

3) Refer the package back to staff for further consideration.

Respectfully submitted,

Steve Carney, P.Eng., PTOE
Transportation Section Manager

Attachment A: Street and Traffic Bylaw (Bylaw 7125) - Resident Parking Permits
Attachment B: Current parking management practices in different municipalities
APPENDIX A: Street and Traffic Bylaw (Bylaw 7125) - Resident Parking Permits

Resident Parking Permits
527. All Resident Parking Zones existing on the date of adoption of this bylaw are deemed to be authorized Resident Parking Zones established under this bylaw.

528. The Municipal Engineer may: a) subject to Council approval, make orders for the designation of Resident Parking Zones; b) make orders for the form of application for Resident Parking Permits, fees payable for Resident Parking Permits and Resident Guest Passes, the form of Resident Parking Permits and Resident Guest Passes, and the terms and conditions of Resident Parking Permits and Resident Guest Passes, and may rescind, revoke, amend and vary such orders.

529. Applications for Resident Parking Permits may be made only by individuals who permanently reside in the dwelling units immediately adjacent to a Resident Parking Zone.

530. Upon receipt of a completed application form and payment of the applicable fees, the Municipal Engineer may issue to the applicant a Resident Parking Permit, provided the applicant meets all of the requirements for a Resident Parking Permit.

531. A person holding a Resident Parking Permit shall affix the Resident Parking Permit to the lower front driver's side windshield of that person's vehicle.

532. No person, being the holder of a Resident Parking Permit, shall transfer or allow the use of the Resident Parking Permit by any other person.

533. Where a Resident Parking Zone allows for the issuance of a Resident Guest Pass, an applicant for a Resident Parking Permit may apply for a Resident Guest Pass for use by that person's guests.

534. A person using a Resident Guest Pass shall place the Resident Guest Pass on the driver's side of the front dashboard of that person's vehicle at all times while parked in a Resident Parking Zone.

535. No person shall park in a Resident Parking Zone:

535.1 a vehicle that does not display in the manner required a valid Resident Parking Permit or Resident Guest Pass for that Resident Parking Zone; or

535.2 a vehicle displaying a valid Resident Parking Permit which is not a vehicle owned or possessed by the applicant for that Resident Parking Permit.

Exemptions
536. This Part shall not apply to any emergency vehicle while attending at an emergency call, but this exemption shall not excuse the driver of any such vehicle from exercising due and proper care for the safety of other traffic.

537. This Part shall not apply to:

537.1 vehicles of the Province or the District or their contractors;

537.2 vehicles of public transit supervisors, a public utility corporation or their contractors; and

537.3 tow trucks,

while the operators of such vehicles are actively and visibly engaged in work requiring the vehicles to be stopped or parked in contravention of any of such provisions, or are parked on a stand-by basis for the purpose of being available for emergency use; and

537.4 residential moving trucks or delivery vehicles actively and visibly engaged in loading or unloading.

538. Co-op Vehicle Parking – No person shall stop, stand, or park a vehicle in a Co-op Parking Zone unless the vehicle is a Co-op Vehicle.
## APPENDIX B: Current parking management practices in different municipalities

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>COQUITLAM</th>
<th>VANCOUVER</th>
<th>NEW WESMINSTER</th>
<th>SURREY</th>
<th>RICHMOND</th>
<th>BURNABY</th>
<th>NO TH VANCOUVER (CITY)</th>
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<tbody>
<tr>
<td><strong>GENERAL MANAGEMENT</strong></td>
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<tr>
<td>Public notification/consultation of on-street parking changes</td>
<td>○</td>
<td>●</td>
<td>●</td>
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<td>○</td>
<td>●</td>
<td>●</td>
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<tr>
<td>Parking bylaw enforcement officer to population ratio</td>
<td>1:42,000</td>
<td>1:4,480</td>
<td>1:9,500</td>
<td>1:50,000 (plus commissionaires part time)</td>
<td>1:13,800</td>
<td>1:22,300</td>
<td>1:12,500</td>
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<tr>
<td>Time restrictions</td>
<td>●</td>
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<td>●</td>
<td>●</td>
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<tr>
<td>Pay parking</td>
<td>●</td>
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<td>●</td>
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<tr>
<td>Resident parking only (RPO) or Resident exempt parking (RE)</td>
<td>○ (except at Douglas College)</td>
<td>●</td>
<td>●</td>
<td>●</td>
<td>○</td>
<td>●</td>
<td>○ (except at hospital)</td>
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<tr>
<td>Implementation process for parking management measures</td>
<td>Resident request for permit parking (permit parking survey), no rigid form for meter or time</td>
<td>Resident request for permit parking (permit parking survey), no rigid form for meter or time</td>
<td>Resident request for permit parking, no rigid form for meter or time</td>
<td>Resident request and petition for time/pay</td>
<td>Bylaw sets parking regulations for an area (no requests)</td>
<td>Resident request for time restrictions (majority of owners on a block)</td>
<td>Resident request for RE/RPO with petition</td>
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<tr>
<td>How are parking restrictions enforced</td>
<td>Bylaw enforcement foot patrol</td>
<td>Bylaw enforcement foot patrol (permit lists updated every 3 hours to handhelds)</td>
<td>Bylaw enforcement foot patrol</td>
<td>Bylaw enforcement foot patrol (periodic touring) and complaint based</td>
<td>Bylaw enforcement foot patrol</td>
<td>Bylaw enforcement foot patrol</td>
<td>Bylaw enforcement officers</td>
</tr>
<tr>
<td>Enforcement technology</td>
<td>Handheld terminals issue tickets but no</td>
<td>Handheld ALPR units</td>
<td>Handheld ALPR units, and self-hosted version of Handheld terminals issue</td>
<td>Handheld ALPR units for time limited zones, and</td>
<td>Handheld ALPR units, and vehicles</td>
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<tr>
<td>Issue</td>
<td>Resident Parking Only</td>
<td>Resident Permit Parking</td>
<td>Resident Exempt</td>
<td>ALPR Automated License Plate Recognition</td>
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<tr>
<td>No</td>
<td>Yes/Does Apply</td>
<td>No/Does Not Apply</td>
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<tr>
<td>User/Time/Pay Restrictions</td>
<td>When Evergreen Line opens and further restrictions are applied, enforcement resources will need to be reviewed</td>
<td>With RPR the demand is higher than the supply, and no mechanism to curb demand. Areas with lower demands work well</td>
<td>infrequent patrolling to enforce payment regulations</td>
<td>generating revenue</td>
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<td>No issues once a time or pay restriction was implemented</td>
<td>Cost to do enforcement is cumbersome, and pay parking needs to be priced right for turnover</td>
<td>Residents find the in person annual renewal process inconvenient, and given strict qualifications for passes, it cannot at this time move to online system</td>
<td></td>
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</table>

*Source: City of Coquitlam (2016)*

- ALPR: Automated License Plate Recognition