Curb Access & Parking Plan

PROPOSED POLICY CHANGES

LAND ACKNOWLEDGMENT

The City of North Vancouver acknowledges that it is situated on the ancestral, traditional and unceded territories of the Skwxwu7mesh (Squamish) and səlilwətał (Tsleil-Waututh) Nations. These Nations remain deeply connected to their lands and waters and, as we build community here, it is critical we acknowledge this has been their home since time immemorial. We thank them for sharing this land with us and for their ongoing partnership with the City on shared priorities.

A COMMITMENT TO TRUTH AND RECONCILIATION

The City is committed to Truth and Reconciliation. We humbly recognize that we need to learn the truth about Indigenous history in Canada and are at the beginning of our journey of reconciliation with First Nations.

The City will work collaboratively, cooperatively, and respectfully with the Skwxwú7mesh (Squamish) and səlilwətał (Tsleil-Waututh) Nations on policy, projects, programs, and services at the City and incorporate the Truth and Reconciliation Commission's Calls to Action, support the principles and objectives of the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), and the Province of British Columbia's Declaration on the Rights of Indigenous Peoples Act (DRIPA).

APPRECIATION AND THANKS

This Plan is being developed with input and support from many residents, businesses, visitors, City staff, and interest holders. The City is grateful for everyone's efforts and time.

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WHY WE'RE CREATING A CURB ACCESS & PARKING PLAN

In recent decades, the City of North Vancouver has grown dramatically, particularly near our vibrant commercial streets and within the Regional City Centre. Our transportation network has also evolved, with more transit priority lanes and mobility lanes, to provide people with safe, reliable, and sustainable ways to travel.

Meanwhile, our current approach to managing curb access and parking is not fully serving the people and businesses who need it most. The City has used its current approach for many decades, successfully supporting various main streets and residential areas; however, these areas are becoming increasingly complex, particularly with new and changing curbside needs. An updated approach is necessary to adapt to these changes.

This plan is intended to provide direction for regulations that will equitably balance access to curb space to meet the needs of our community. This includes looking at how best to regulate parking, particularly given that lack of available parking can impede access to residences, businesses, and other destinations in the City. If demand outweighs supply, unregulated parking can be an inefficient use of space, which limits the City's ability to make positive contributions towards its transportation, economic, environmental, and livability goals.

At this point in the plan development process, we have heard about the main challenges that community members are facing, and have developed proposed changes to address these challenges.



Lonsdale Regional City Centre

Regional City Centres are identified as hubs to accommodate significant levels of sub-regional residential and employment growth in Metro 2050, the Regional Growth Strategy.

Lonsdale Regional City Centre is located in the City of North Vancouver and the North Shore sub-region. The Centre is connected to the Vancouver Metro Core via the Sea Bus, and across the North Shore via the Marine-Main R2 RapidBus.

Regional City Centres are targeted to accommodate 16% of regional dwelling unit growth and 19% of regional employment growth between 2006 and 2041.

EXPERIENCES PARKING AND ACCESSING THE CURB

Staff frequently receive feedback about parking from community members. Each individual that travels in the City has different uses and needs for curb space.

In many cases, our curbs are used for mobility purposes, with transit priority lanes or mobility lanes creating safe and reliable ways for people to travel sustainably. In certain locations, there are short-term loading spaces to safely pick up and drop off goods or passengers. We have new curb space needs with bike-share groves, and taxi, ride-hail, and car-share spaces. We also have dedicated police and fire zones to ensure emergency services are efficient.

Beyond transportation uses, curb space is beginning to be used for public place-making, with parklets, plazas, and patios providing spaces to linger and enjoy the City, while also providing economic benefit for businesses.

Balancing curb space demand is complex, and proposed changes in this report are in direct response to the challenges being experienced by community members on a daily basis. The Phase 1 Engagement Summary Report can be found online at www.cnv.org/curb.

KEY THEMES THAT WE HEARD DURING PHASE 1 ENGAGEMENT

- Parking in high-demand areas of the City needs to be addressed in a comprehensive manner.
- Resident parking permits exclude the majority of our residents.
- More convenient and safe loading opportunities are needed.
- The supply of accessible parking is insufficient.
- More electric vehicle and device charging options are needed for the future
- Ongoing coordination is necessary between on-street and off-street parking policy.
- The use of public right-of-way for mobility uses, vehicle storage, and public place-making requires ongoing conversation.



MEETING PARKING NEEDS OF TODAY, AND TOMORROW

As the City grows and develops, there is a need to balance the supply and demand for the curb space. Staff continue to develop policies, programs, and infrastructure to encourage sustainable modes of transportation, reducing the demand for car parking.

Where parking management is required, a range of tools is available, including time-limited parking, resident exemptions, and paid parking (using a price that influences demand to better match supply).

Many other municipalities actively manage curb space to meet transportation, business access and liveability goals (see examples in the sidebar). This is particularly the case as demand for curb space increases, recognizing that supply of this space is finite. Everyone – drivers, business owners, cyclists, and pedestrians – benefits when curb space is managed and creates space for a range of needs.

The Curb Access & Parking Plan will allow more people and businesses to reliably access curb space when and where needed.

How nearby cities are managing curb space needs:

City of Vancouver manages parking through time-based and cost-based restrictions, as well as with resident permits to balance neighbourhood needs.

City of New Westminster uses a similar combination of tools to CNV, and is actively reviewing expansion opportunities to pair parking management with anticipated population growth.

City of Coquitlam's City-wide Parking Review is updating on-street and off-street parking policies for effective curb space management.

District of Squamish is developing a phased parking management implementation plan including on-street paid parking and pay parking at key attractions.

Township of Esquimalt's Integrated Parking Management Strategy calls for carshare and accessible parking space expansion.

CURB SPACE & HOW WE MOVE



Of usable curb space in the City is dedicated to private vehicle parking and storage.¹



Of people are unable to find parking near commercial destinations in Lower and Central Lonsdale.



Of our trips are made without a private vehicle, by way of walking, cycling, or transit.



Of our off-street public parking spaces are available in Central and Lower Lonsdale, even during busy times.

¹ Data points are from CNV internal analysis and data collection, North Shore Transportation Survey, and Curb Access & Parking Plan Phase 1 Engagement Survey responses.

PLAN OBJECTIVES

The proposed policy changes included in this report are designed to meet the following plan objectives:



Improve parking reliability, particularly in high-demand areas of the City



Update our parking policies to promote fairness, so more people can access curb space when and where needed



Support businesses through improved curb space management

These objectives align with those in City policies, plans, and strategies, including our Official Community Plan, Mobility Strategy, and Council Strategic Plan.

What if we continue to manage curb space the same way as we have in the past?

Existing curb space policies were developed in the 1990s to navigate issues of the time. These dated approaches limit the ability for staff to manage the challenges of today. Without changes to how we manage curb space, we anticipate:

- More congestion, pollution and lost time spent cruising for parking;
- Safety and congestion issues as deliveries and drop-offs struggle to find dedicated space;
- Shortage of accessible parking for those in need;
- New housing with limited off-street parking in some areas, increasing on-street demand without management;
- Lack of reliable parking turnover in front of businesses, frustrating patrons; and
- Busy residential streets near commercial areas struggling to manage competing demands.

TOOLS FOR MANAGING CURB SPACE

The City manages curb space in various ways, depending on needs and context for a specific neighbourhood or corridor.



Unrestricted Parking

For a large portion of the City, particularly in residential neighbourhoods outside of the Regional City Centre, we generally have unrestricted parking. These areas of rarely signed, and allow for anyone to park on a first come, first serve basis.



Permit Restrictions

In areas adjacent to our commercial main streets such as Lonsdale, we have several areas with resident permit parking. Permits ensure local residents, who have insufficient access to off-street parking, are able to find parking near their home.



Time or Vehicle Type Restrictions

Time-based restrictions are used in our busiest areas, such as Lower Lonsdale. These restrictions encourage higher turnover so more people are able to find parking near businesses. Examples of vehicle-type restrictions are loading zones for vehicles picking up people, or dropping off goods, or an accessible parking space for someone with a SPARC accessible parking placard.



Pay Parking Restrictions

The city has a limited number of on-street paid parking spaces around the hospital, which promotes a higher turnover to benefit more people and discourages long-term parking stays on street.

CURB SPACE EQUITY AND AFFORDABILITY

Currently, the City has limited parking management in place. This includes resident-exempt parking permits (\$25/yr) and some on-street pay parking near Lions Gate Hospital on 15th and on St Andrews Ave; as well as City-owned and managed off-street lots (e.g. 100 block E 1st St, or the CNV Library lot). For most of the City, parking is either time-limited or unrestricted, meaning the majority of people do not pay for parking through a user pay system. Instead, most of the costs related to maintaining parking on our streets are borne by the City.

Unpriced parking results in households that drive less (or not at all) subsidizing those that drive more. The current economic structure we follow is regressive, especially when considering vehicle ownership increases with income. User-pay parking is fairer than financing parking facilities indirectly through taxes, where costs are borne by non-users.

It is also important to note that beyond monetary costs, everyone's time is valuable. The current system impacts everyone's time with the amount of vehicles that are actively circling for parking and contributing to congestion on our streets.

As part of a managed parking ecosystem, the City is exploring reduced rates for specific individuals and user groups (e.g., lower income households) while still achieving desired curb space occupancy.

CURB SPACE OCCUPANCY

There are several references to curb space occupancy in this report. Curb space occupancy refers to how many spaces on a block are occupied at any given time. If 10 vehicles occupy 10 spaces, the curb is 100% occupied. If 6 vehicles occupy the same space, the curb is 60% occupied. Best practices encourage curb space occupancy that hovers around 85%.

If occupancy is consistently at 50%, this means tools and policies are not making the best use of valuable curb space. Similarly, if occupancy is consistently above 85%, this is also poor management, as it does not create reliability that is expected of finding a space near a destination. Many of the proposed policy changes in the following sections outline how the City intends to manage curb space to hit the 'sweet spot' occupancy of 85%, so there always are a few spaces available on every block.

Current state - Occupancy is at or near 100%, so there is rarely a space available



Future state - Occupancy is managed to be at 85%, so there are always 1-2 spaces available



EVALUATING CURB SPACE ALLOCATION IN THE CITY

The following process is being used to evaluate and optimize curb space use to meet the project objectives. Proposed changes (on the following pages) have been developed as a starting point to address challenges that were heard during the first phase of engagement, and an evaluation framework will be created based on best practices, local context, and user needs from the next phase of engagement.

Schedule

Project Steps

Winter 2023



Identify Curb Space Challenges

Identify curb space challenges that are occurring in the City and how this impacts people and businesses who would benefit most from improved access.

Spring 2024



Develop List of Proposed Changes

Develop a list of proposed changes with potential to address project objectives, which can be readily implemented based on current infrastructure, tools, and policies the City has in place.

Fall 2024



Curb Space Evaluation

Bring forward a final Curb Access & Parking Plan with an **evaluation framework** for allocating curb space and providing siting guidance for different parts of the City.

Parking Occupancy & Dwell Time Land Use Composition

User Needs

Transit & Bike Network Proximity Special Trip Attractors City-wide Objectives

Winter 2024 Onwards



Phased Implementation

Phased implementation will include ongoing neighbourhood-level communications and engagement, recognizing the unique nature and needs of blocks throughout the City.



PROPOSED CHANGES TO CURB ACCESS & PARKING POLICY

Proposed changes in this report are based on best practices in curb space management, technical analysis, engagement feedback, and meeting plan objectives.

The focus of this work will take place in the curb lane. Policy and regulatory work in this plan will look at adjusting signage to manage demand on our curbs, ensure equitable access to curb space, and support business needs in commercial areas.

Change 1: Expand pay parking in high-demand areas of the City to better manage parking turnover and demand.

There is a finite supply of curb space near commercial areas. Parking in many of these locations exceeds 85% parking utilization, the threshold most commonly used to determine if a parking space will be available in each block. The City has deployed time-limited parking in commercial parts of the City since the early 2000's. While these were effective at managing demand two decades ago, they are no longer appropriate for today's demand, and have created compliance and enforcement challenges. The following tools are available to support the implementation and on-going effectiveness of pay parking.

Apply a demand-responsive pricing system.

The City can apply a demand responsive pricing system to ensure parking spaces are appropriately utilized. This mean areas with pay parking can be reviewed annually (or more frequently) based on occupancy, and pricing can be adjusted to manage utilization. If left unmanaged, as much of these areas are today, demand exceeds supply, making it hard for people to find available space and causing additional pressure in adjacent residential areas.

Consider reduced rates for quick stops at the curb.

A reduced rate could be implemented for on-street pay parking to encourage more frequent turnover, applying a graduated increase in rates the longer the stay.

Enable digital pay parking to limit additional curbside infrastructure.

Pay parking has changed significantly in recent years. While parking meters were common in urban environments, these are being phased out for centralized pay stations that remove clutter from our streets. Many jurisdictions have also transitioned to even less infrastructure, relying on signs that allow for payment by phone. An "infrastructure-light" solution can mean a less cluttered public realm, while ensuring sufficient legibility is considered with any signage installed.

Coordinate City-owned parking lot pricing with on-street pricing.

In many cases, curb space provides prime convenience compared to off-street parking lots. However, current pricing and management suggests the opposite to be true. Best practices encourage prime on-street spaces to be reflected as such through pricing, while directing longer-term stays off-street with more affordable rates. While it may take time, the City and its partners need to begin the process of bringing on-street and off-street pricing into correct alignment for this type of parking behaviour to occur.

POLICY IN ACTION

City of Vancouver – Demand Responsive Pricing

City of Vancouver reviews its pay parking fee structure annually. If vehicle occupancy in a pay parking block exceeds 85%, the fee increases for the subsequent calendar year. If vehicle occupancy in a pay parking block is less than 60%, the fee decreases for the subsequent calendar year. Between 60-85% occupancy is generally seen as the 'sweet spot' that parking management around the world strives for.

CURB STORIES



Don lives in Tempe Heights and used to enjoy getting groceries and shopping in Central Lonsdale. Recently he has stopped going altogether because there is never any available parking. The last time he tried, he frustratingly circled the block for 5 minutes, before deciding to drive home.

In the future, demand will be regulated through pricing, ensuring that each block hits a targeted occupancy so that 1-2 parking spaces per block are available at any given time.

Change 2: Modernize the Resident & Visitor Parking Policy, including expansion of spatial coverage, and adjustment of eligibility criteria and costs.

The City's Resident & Visitor Parking Policy is now 30 years old and no longer aligns with the types of housing and mixed-use buildings being built, nor can it keep pace with the rate of growth and changing curb space demands in the City. The following changes will bring the policy in line with project objectives:

Enable equitable parking permit eligibility.

As the City continues to grow, more people expect access to curb space. Currently, residents in larger multi-unit buildings aren't eligible for parking permits based on existing policy.

The City has been a leader in ensuring the oversupply of off-street parking is not leading to negative outcomes including incentivizing driving, worsening congestion, and decreasing affordability. However, each building is unique and there are instances where off-street parking is not available to those who need to drive.

On-street permit access should not be determined by what type of residence you live in, and should be made available for those who truly need it, at a price that reflects demand for that curb space.

Include tools that discourage purchasing multiple permits per household.

Maximizing use of off-street parking where it exists (e.g., in garages and underground parkades), is important for on-street parking capacity. Putting a fee structure in place to discourage multiple parking permits per household is a pathway for this change to occur.

Transition to all-day permit parking in areas that are having overnight parking difficulties.

Residents in many parts of the City are finding it difficult to find parking near their homes outside of daytime hours. The purpose of permit parking areas is to create priority for residents with a lack of off-street space and in some cases all-day regulations may be needed to reflect this.

Update the petition process for expanding and removing resident permit parking.

The current petition process is time-consuming and difficult for residents to undertake. The process to introduce or remove a permit parking zone should be low-barrier and provide residents with an opportunity to help shape regulations on their block.

Replace Resident Permit Only areas with short-term resident-exempt permit areas.

The City currently has two types of parking permits, Resident Permit Only (RPO) and Resident-Exempt (RE). RPO denotes parking spaces solely provided for residents, and does not allow others to use the space. RE permits allow time-limited parking for people without permits, while permit holders are exempt from the time restriction. Shorter term RE areas maintain priority for residents, while not privatizing public road space for specific individuals.

Transition to a neighbourhood permit zone approach.

Currently, permit areas are implemented on a street-by-street approach. A neighbourhood permit zone approach allows residents to find parking nearby, even if no space exists immediately in front of their homes. As the number of units and residents increases on each block, we need to create permit zones that allow for a greater number of people to participate in the permit program, while also managing demand for stays adjacent to commercial areas.

POLICY IN ACTION

City of Toronto - Additional Parking Permit Costs

In Toronto, permit costs are roughly three times as much for a household's second and any subsequent vehicle permits. This encourages households to use off-street space (e.g., garages) and incentivizes households to reduce vehicle ownership and consider car-share, transit, cycling, and walking for more trips.

CURB STORIES



Dalia lives in Central Lonsdale and works in Lower Lonsdale. She often winds up driving to work so she can drop off her daughter at Ridgeway Elementary en route. The problem Dalia currently faces is that after she is done work for the day, grabbed dinner supplies, and has picked up her daughter from daycare, there are never any available parking spaces near her home.

In the future the resident parking permit system will be managed so that there are always 1-2 spaces available for those who need it.

Change 3: Expand short-term loading zones for the efficient and safe movement of people and goods.

The movement of people and goods has changed significantly in recent years. There are substantially more deliveries occurring across the City, thanks to the onset of e-commerce. There are also more ride-hailing trips being taken than ever before, requiring more short-term spaces to pick up and drop off passengers.

Ensure sufficient short-term loading zones exist in commercial areas to facilitate safe loading and unloading.

Sufficient loading zones are critical for improving the safety of our streets. It is common to see delivery vehicles parked in general traffic lanes or mobility lanes, which creates unsafe conditions for all travelers.

This is additionally important for passenger loading and unloading, which is becoming increasingly common with the prevalent use of ride-hailing vehicles (e.g., Uber or Lyft).

Support the creation of a Regional Commercial Vehicle Loading Permit program.

The Union of BC Municipalities had a Commercial Vehicle Loading Permit program in place until 2019, when it was removed. Since then, several municipalities have put a temporary system in place, while many other municipalities have been without a permit system. Given the regional nature of goods movement, it makes sense to create a permit that applies to the entire region so that companies do not need to have a permit for each municipality they operate in.

Design for longer-term loading and unloading of goods to be undertaken off-street.

As outlined in the Mobility Strategy, long-term loading should occur off-street in dedicated locations considered in building design, leaving on-street spaces for short-term deliveries and higher turnover.

CURB STORIES



Amika is studying full-time at Cap U. Sometimes on evenings and weekends, she drives for ride-hailing companies as a side gig. The main thing that bugs her about the job is not being able to find a space to pull over to pick up or drop off passengers. This is especially the case on Friday and Saturday nights when there is no short-term parking to be found. She is often forced to park illegally near a corner, in an alleyway or even at a bus stop.

In the future there will be more loading zones for short term pick up and drop off of both people and goods to improve safety and liveability.

Change 4: Provide more accessible on-street parking spaces in close proximity to shops, services, and key destinations across the City.

There continues to be increased demand for accessible parking spaces across the City, particularly near commercial streets. Accessible parking spaces are sited and designed to accommodate a range of accessibility challenges as best they can on-street. To use an accessible parking space, vehicles must display a valid Social Planning and Research Council of BC (SPARC) parking permit.

Expand supply of priority accessible parking spaces near commercial areas.

The City can increase the supply of accessible parking spaces on-street. Priority accessible parking spaces still require SPARC permit, and will be suitable for most (but not all) users. Barrier-free accessible parking design is difficult to fully accomplish in curbside parallel parking spaces. Where possible, these spaces should exist on the City's east-west blocks, recognizing that many north-south blocks are on a steep grade.

Seek opportunities to increase the supply of barrier-free accessible parking spaces through development processes.

The City has a number of barrier-free accessible parking spaces that follow best practices for accessible parking space design. These spaces often require angled or front-in parking, which is rare for on-street parking in the City. Development processes are the best opportunity for increasing barrier-free accessible parking spaces.

In areas where accessible parking spaces exist and demand is high, implement accessible pay parking similar to general on-street parking rates to encourage turnover.

Accessible parking is important to provide. However, if demand exceeds supply, the most effective way to manage the space is to charge a fee for parking, similar to other on-street pay parking in the City.

Develop and maintain an online parking map with all accessible public parking spaces in the City.

This map should include data on features of each space such as whether it is a priority accessible parking spare or a barrier-free accessible parking space. It will also include any time limitations, whether it costs to park, what side of street, whether it has side-loading/rear-loading wheelchair access, and a picture of the space.

CURB STORIES



Hoon recently broke his leg in a skiing incident. He's still able to drive but found it difficult to cover long distances on crutches. After receiving a temporary accessibility parking permit from SPARC as his leg heals, Hoon was disappointed to find accessible parking spots around the City were sporadic at best, and occupied most of the time.

In the future accessible parking will be provided at regular intervals to increase turnover.

Change 5: Enable unique special-use parking to ensure a wide range of curb space needs are achieved.

There are many different needs for curb access. These can be prioritized to achieve City-wide environmental, economic, and mobility objectives.

Enable the use of more car-share through curb use regulations.

Car-share vehicles typically occupy curb space for shorter durations than private vehicles because multiple drivers can book and use them. This means spaces become available more frequently. Currently, one-way car-share vehicles (e.g., Evo) can exceed time limits in permit areas, but not in time-limited areas. The City will continue to monitor car share use carefully, and identify ways to incentivize increased usage, for the benefit of a lower-cost transportation alternative to car ownership.

Investigate opportunities for more shuttle bus parking.

Tour buses and school buses are effective at moving many people in one vehicle. They require more space than an average car, and often parking is needed in a specific location close to dense hubs and attractions.

Maintain curb space for on-street bike parking.

In some parts of the City, there is insufficient space for bike infrastructure to be located on the curb. Similar to the current e-bike share parking spaces found on-street, dedicated bike parking in the curb lane can be an efficient use of space, with many bikes being able to occupy the same amount of space as one vehicle.

Continue expansion of EV charging infrastructure at specific hubs.

The City owns and operates a growing public charging network of Level 2 and DC Fast Charging stations across the City to support residents without access to home or workplace charging, as well as visitors to the City. A number of private businesses and other organizations also provide charging in the City. The City can continue to expand its public charging network alongside private operators to support the transition to zero emission vehicle adoption.

Continue to implement curb access and parking actions from the City's Safe and Active School Travel Program.

Schools often have unique curb space demands, where most travel demand is condensed to a short window in the morning and afternoon. Each location is best planned for individually to improve safety for children, families, and neighbours.

POLICY IN ACTION

City of Victoria – Permissive Car-share Parking Regulations

In Victoria, if you are operating an Evo one-way car-share vehicle, you are able to end your trip in an on-street pay parking space (aside from 20 minute max meters). Evo vehicles can also be parked in resident permit parking areas, just like in the City of North Vancouver.

CURB STORIES



Alex is a small business owner in Lower Lonsdale. To decrease carbon pollution, they do most of their deliveries by e-cargo bike. The downside is struggling to find a place to park the bike for a few minutes while delivering goods to other businesses and people's homes around the City.

In the future more on-street bike parking will be provided, particularly in busy areas where there isn't sufficient space to park a bike on the sidewalk.

NEXT STEPS

Before further advancing this work, it is important to receive feedback and work with community members and businesses to build understanding around the policy tools the City can deploy, and to seek perspectives and suggestions on meeting City-wide objectives through what is introduced in this report.

A final Curb Access & Parking Plan will be brought to Council in fall 2024 that will include a curb evaluation framework and implementation phasing considerations. Recognizing the unique nature of neighbourhoods and streets across the City, it is anticipated that adjustments to neighbourhood curb space allocation will include additional area-specific engagement with nearby residents, businesses, and community members.