



Report Date: April 26, 2024

VanRIMS No.: 08-3000-30

[Submit comments to the Board](#)

TO: Park Board Chair and Commissioners
FROM: [Director, Business Services](#)
SUBJECT: Spanish Banks Paid Parking

RECOMMENDATIONS

- A. THAT the Vancouver Park Board approve a new paid parking fee at parking lots within Spanish Banks Park Beach for a 12-month pilot period beginning in July 2024, where peak season pricing for the months May to September will be charged \$1/hour with reduced parking charges in the off-season, with such reduced fees to be determined in alignment with Engineering services. The setting of off-season fees is delegated to the Park Board General Manager for this initial pilot period. This will be contingent upon a consistent paid parking model being applied to the surrounding neighbourhood on-street parking under the jurisdiction of City of Vancouver Engineering.
- B. THAT enforcement of paid parking at these lots runs from 9am to 10pm to align with proposed on-street paid parking and to enable free parking and improved public accessibility for morning visitors from 6am-9am.
- C. FURTHER THAT the Vancouver Park Board direct staff to update the Board in Q2 2025 on the performance of the paid parking pilot at Spanish Banks, one year after its launch.

PURPOSE AND SUMMARY

Spanish Banks is one of the Park Board's top visited destination beaches and parks – attracting visitors from Vancouver, as well as across the Metro Vancouver region. As the costs to maintain these cherished areas continue to rise, and other services areas continue to see more demand, consideration needs to be made to explore funding mechanisms to support these growing pressures.

This report seeks the Board's approval to implement a 12-month pilot program of paid parking at the Park Board parking lots at Spanish Banks Beach Park. Implementing paid parking at the 744 parking spaces in the four (4) Park Board parking lots at Spanish Banks would be implemented in conjunction with the City of Vancouver's Engineering Services Department who is responsible for implementing on-street paid parking within the City so as not to create knock-on neighbourhood pressures.

The proposed plan for paid parking presents a solution for the intersecting goals of maintaining accessibility to Spanish Banks, mitigating traffic impacts in the neighbourhood, improving

pedestrian/traffic safety risks, improving site security/safety through parking enforcement, encouraging alternative transportation modes or carpooling with positive environmental impacts, implementing one of the items from the Board-approved Think Big Revenue Strategy, and providing an additional funding source to invest in the service levels across the Park Board spaces and facilities. Implementation of this pilot will also enable the collection of important usage data to inform a more permanent parking model, without creating a significant financial barrier to patrons.

BOARD AUTHORITY / PREVIOUS DECISIONS

Per the [Vancouver Charter](#), the Park Board has exclusive jurisdiction and control over all areas designated as permanent and temporary parks in the City of Vancouver, including any structures, programs and activities, fees, and improvements that occur within those parks. The Board may pass, amend, and repeal by-laws for the control, regulation, protection, and government of these parks and of persons who may be therein.

As part of the 2018 budget process with the City, staff were asked to look for new opportunities for revenue generation and seasonal paid parking at Spanish Banks was one of those initiatives. At that time, the increase in revenue was required to ensure we achieved our financial targets for the year. This was approved in November 2017 as part of the [2018 Fees and Charges Report](#).

After extensive public feedback, a review and updated budget forecast was developed, and staff determined that a balanced budget could be achieved without the additional parking revenue. As such, the Board passed a motion on [Parking Fees – Spanish Banks Beach Park](#) in April 2018. This decision delayed implementing paid parking at Spanish Banks and asked staff to ensure that concerns raised about access and affordability for people who frequent Spanish Banks would be considered for any future paid parking plans at Spanish Banks.

On January 16, 2023, the Vancouver Park Board unanimously approved a [motion](#) titled “Think Big” Revenue Strategy, directing staff to prioritize a “Think Big” revenue generating strategy that enables opportunities for increased commercial revenues. Within the same motion, the Park Board also directed staff to apply the revenue-generating lens to other pertinent areas and policies.

On July 6, 2023, the Vancouver Park Board approved the [Think Big Revenue Strategy Report Back](#) recommendations. This report endorses the Think Big Action Plan which includes an item to “optimize parking revenues” and supports further action on the preliminary revenue generating opportunities. The Board’s interest in revenue generation is driven by a desire to address the growing maintenance and renewal needs of parks and recreation assets and sustain service delivery while reducing the burden on taxpayers.

CONTEXT AND BACKGROUND

With unrivaled views of the ocean, mountains, and city skyline, Spanish Banks Beach Park is a regional destination beach attracting visitors from across the region every year. The beach contains four (4) parking lots consisting of 744 spaces and is the only destination beach or park in the Park Board network to remain without paid parking. Parking demand at the beach in the peak season causes a variety of issues on the road network and surrounding neighbourhood.

A combination of paid parking on-street and within Park Board lots at Spanish Banks will help alleviate traffic and parking concerns that plague the area each summer. The introduction of paid parking will help visitors find parking closer to their destination and minimize unnecessary

searching for parking that contributes to congestion, traffic safety risks and air pollution. Staff have coordinated with Engineering Services at the City of Vancouver to develop a comprehensive plan that aims to enhance visitor experience to Spanish Banks and protect the surrounding neighbourhood from the impacts of high parking demand.

The implementation plan balances the traffic/parking goals stated above, the need for long-term financial responsibility, delivering on the Board's [Think Big](#) direction to optimize parking revenues, preserving accessibility in public spaces, maintaining existing service levels, and responding to feedback from the public.

As mentioned, Spanish Banks is a destination attracting visitors from across the region. The implementation of paid parking in destination areas create an opportunity to link a portion of the required funding to operate these destinations to the users who receive the most benefit – the visitors. Reasonable rates will help maintain the accessibility that residents cherish and have visitors (including many who visit from outside of Vancouver) help absorb the cost of service rather than utilizing tax revenue generated entirely from the Vancouver tax base. Revenues from paid parking will help maintain existing service levels at the beach and broader park network. In addition, tying implementation to a pilot program enables staff to report back on whether the intended outcomes were achieved. Finally, paid parking will help address some of the safety concerns from Vancouver residents about overnight and/or long-term parking of vehicles and RVs.

DISCUSSION

1. Public Space Accessibility

Implementing paid parking is intended to help maintain accessibility to Spanish Banks Park Beach. Paid parking is a well-recognized mechanism to increase parking turn-over and encouraging efficient transportation decisions such as carpooling.

Using Kitsilano Beach as a proximity to understand the demand for parking, parking data for last year indicated that Park Board Lot 66 was near or exceeding capacity most weekends from mid-May through Labour Day weekend.

Transit accessibility and affordability are key considerations in the parking implementation plan. There is direct bus access to Spanish Banks Park Beach on weekends during peak season. Recognizing the limited transit options, implementing parking at an affordable rate in peak season with reduced off-season parking charges maintains affordability and accessibility.

2. Neighbourhood Impact

The proposed implementation plan involves both paid parking at Park Board lots and surrounding on-street parking. Staff have coordinated with Engineering Services at the City of Vancouver to develop a comprehensive plan that aims to enhance visitor experience to Spanish Banks and protect the surrounding neighbourhood from the impacts of high parking demand. The plan includes three components: 1) paid parking at Park Board lots; 2) on-street paid parking in the nearby road network; and 3) the option for residential permit parking within the surrounding residential neighbourhood to deter negative impacts to nearby residents. The process for implementing residential permit parking will include a survey of households on the local streets to gauge support. At least 50 percent of households on a block must be supportive of permit parking for it to proceed on that block. Permit parking will help to reserve space for residents while also accommodating their visitors and service providers. All surveys related to residential permit

parking will be facilitated by Engineering Services.

A map of the proposed paid parking at Park Board lots is included in Appendix A while proposed on-street paid parking is outlined in Appendix B.

3. Parking Enforcement and Public Safety

Implementing paid parking will enhance enforcement capabilities at Spanish Banks and help meet public demand for improved parking enforcement and safety within the area. EasyPark will be able to enforce parking from 9am – 10pm and paid parking enables Park Rangers to enforce bylaws overnight.

An analysis of 3-1-1 calls related to 17 Park Board parking lots from June 2017 to October 2023 showed that nearly 50% of the 1,176 calls received were related to Spanish Banks. Of the 546 3-1-1 calls related to Spanish Banks, the highest number of calls were related to Parking/Bylaw Enforcement. Most of these comments involved safety concerns related to vehicles or RVs parking overnight or for multiple days.

A summary of the parking-related 3-1-1 calls referenced above can be found in Appendix C.

4. User-Pay Model for Operating/Maintaining Regional Destination Beach

Introducing paid parking at Spanish Banks provides an opportunity for visitors from outside of Vancouver to help pay for the costs of maintenance at Spanish Banks and the broader Park Board network. This model would alleviate the cost burden of Vancouver residents who currently cover all costs to maintain Spanish Banks. Data obtained in 2023 indicated that 44% of visitors to Vancouver beaches come from other municipalities.

5. Measuring Performance and Success

Staff expect to update the Board after the 12-month pilot program with findings, lessons learned, and any recommendations for improvements.

6. Implementation Options

	Option 1	Option 2A	Option 2B
	Seasonal Paid Parking	Full Year Paid Parking	Full Year Paid Parking with Seasonal Pricing
Paid Parking Timeframe	May – September (Ending after Labour Day long weekend)	January - December	Peak – May to September (Ends after Labour Day long weekend) Off-Season – September to April
Est. Annual Net Revenue	\$70k	\$121k	\$70k+
Enforcement	Only during Peak Season	Yes – Year Round	Yes – Year Round

Description	Implement \$1/hr during peak season only. Free parking during off-season. Data collection and enforcement will not be available during off-season.	Implement \$1/hr during peak and off-season. Data collection and enforcement will be available year-round.	Implement \$1/hr during peak season (May-Sept) and work with ENG to align a reduced parking charge in the off-season. Data collection and enforcement will be available year-round
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Staff have recommended option 2B for the initial pilot as it will enable a full year collection of parking data, provide affordable access year-round while providing near-free access in the off-season, while also enabling enforcement of these lots year-round to address the issues reported by 3-1-1.

7. Pricing

To align with City of Vancouver Engineering policies when implementing new paid parking, a price of \$1/hour would be implemented during the peak season of this initial pilot with further consideration to reduced parking charges in the off-season. Future modifications to pricing beyond the term of the pilot would be brought forward through the annual Fees and Charges process, with consideration given to on-street pricing so as not to create neighbourhood conflicts. Staff will evaluate pricing options in coordination with City of Vancouver Engineering, considering traditional supply and demand methodologies, as well as any market comparisons in the area.

The recommended price of \$1/hour minimizes barriers of entry to the beach and maintains Spanish Bank’s sense of accessibility that visitors cherish. At the same time, the parking fee provides a new source of much-needed revenue to offset budget pressures to maintain Park Board spaces and facilities. For a family of four (2 adults, 1 teen, 1 child), a visit to the Beach for approximately 4 hours would cost \$4, while the comparable trip via transit would cost \$8.40 based on current cash fares for one zone.

FINANCIAL CONSIDERATIONS

Fees and charges fund over 47% of the Park Board’s operating budget, with revenue from paid parking accounting for 15%. Revenue from paid parking provides funding for necessary enhancement to the safety, security, and cleanliness of our parks and facilities.

Aging assets and increased costs have stretched the Park Board budget and impacted service levels. Adding paid parking at Spanish Banks enables additional financial investment for both Spanish Banks Beach Park and the broader Park Board network.

The list below outlines net revenue forecasts for a variety of potential parking prices alongside a series of service level equivalents and/or unfunded initiatives that could benefit from parking revenue at Spanish Banks.

Parking Price	Annual Revenue* Net	Service Level Equivalent(s)
\$1/hour	\$121,000	<ul style="list-style-type: none"> • Approximately 1.0 FTE, such as: <ul style="list-style-type: none"> ○ Outdoor Lifeguard ○ Building Worker (janitorial) ○ Park Ranger, or • Funding for Polar Bear Swim (currently funded through budget savings or revenue surpluses)
\$2/hour	\$242,000	<ul style="list-style-type: none"> • Approximately 2.0 FTE, such as: <ul style="list-style-type: none"> ○ Outdoor Lifeguard ○ Building Worker (janitorial) ○ Park Ranger, or • Funding for Symphony at Sunset (currently funded through reserves, budget savings and/or revenue surpluses)
\$3/hour	\$361,000	<ul style="list-style-type: none"> • Approximately 3.0 FTE, such as: <ul style="list-style-type: none"> ○ Outdoor Lifeguard ○ Building Worker (janitorial) ○ Park Ranger, or • Funding for Goose Management, or • Safe Sport Regulations & Permit Office Expansion

* Assumes 30% capacity, year-round parking, 2-hour parking stay, and enforcement revenue

CONCLUSION AND NEXT STEPS

Planning and implementing paid parking at Spanish Banks requires coordination and alignment with City of Vancouver Engineering Services. In response to the Board’s direction on the Think Big Action Plan and previous Board direction to ensure accessibility is adequately considered, this report details reasonably priced paid parking at one of Vancouver’s most-loved destination beaches. Revenue from paid parking can be used to maintain and/or enhance service levels across the Park Board network or provide funding to unfunded Board priorities.

Staff from the Park Board and City of Vancouver can implement paid parking within 8 weeks of approval from the Board.

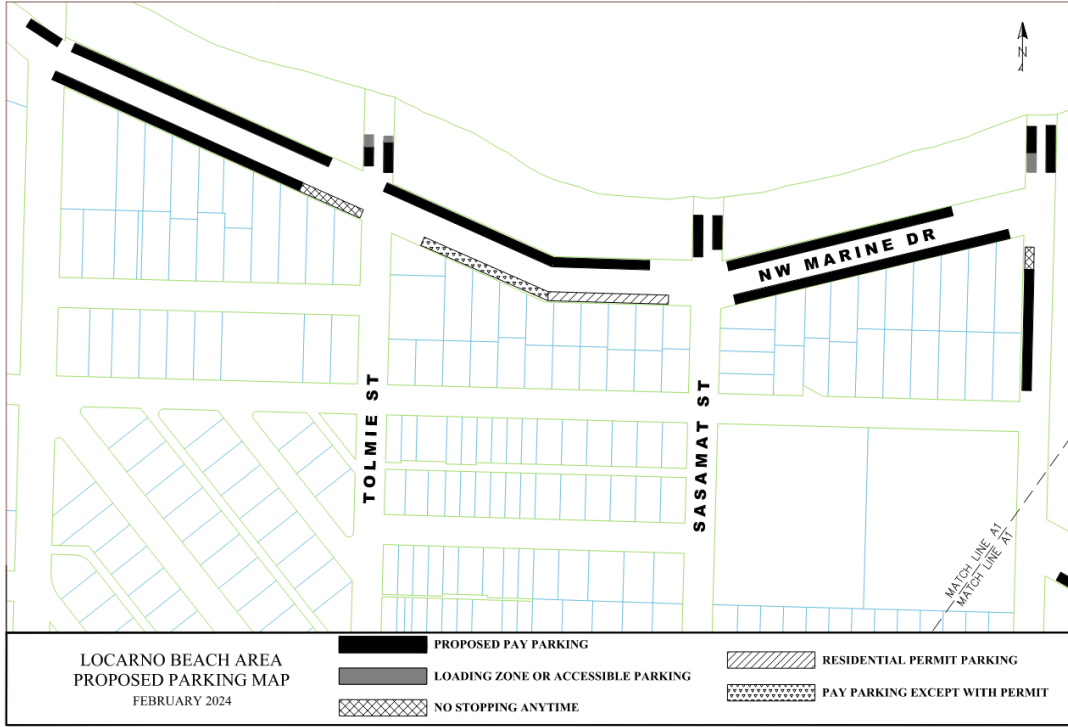
APPENDIX A

PLANNED PARK BOARD PAY PARKING WITHIN SPANISH BANKS BEACH



APPENDIX B

PLANNED ON-STREET PAY PARKING WITHIN SPANISH BANKS AREA





December 15, 2023

VANCOUVER PARKS AND RECREATION PARKING STRATEGY

311 FEEDBACK ANALYSIS SUMMARY

From June 2017 to October 2023, the Vancouver Parks Board received 1176 feedback submissions about parking in the 17 parks currently being studied as part of the Vancouver Parks & Recreation Parking Strategy.

1. Champlain Heights Community Centre
2. Connaught Park/Kitsilano Community Centre
3. Douglas Park Community Centre
4. Fraserview Golf Course
5. Hastings Community Centre
6. Hillcrest Community Centre/Nat Bailey Stadium/Riley Park
7. John Hendy Park/Trout Lake Community Centre
8. Kensington Park/Community Centre
9. Kerrisdale Community Centre
10. Killarney Park/Community Centre
11. Langara Park/Golf Course
12. Memorial West Park/Dunbar Community Centre
13. Oak Park/Marpole Oakridge Community Centre
14. Renfrew Community Park/Community Centre
15. Sunset Community Centre/Arena
16. Spanish Banks
17. VanDusen Gardens

The top three Parks/Community Centres receiving the greatest number of 'parking' feedback are:

1. Spanish Banks (546 comments) – 46%
2. John Henry Park/Trout Lake Community Centre (235 comments) – 20%
3. Hillcrest Community Centre/Nat Bailey Stadium/ Riley Park (221 comments) – 19%

Spanish Banks:

Almost half of the entries (546) were about Spanish Banks. This park's most common feedback related to Parking/Bylaw Enforcement (213). Feedback in this category included cars and trailers parked overnight or illegally and vending without a license. The second most common category for feedback was Pay Parking/Parking Meter Concerns (176). Feedback in this category is mainly from park users voicing their opposition to changes related to paid parking. There have been attempts to implement paid parking at Spanish Banks in the past, and many citizens provided feedback opposing the plan. The high percentage of feedback is, therefore, skewed based on this, but not accounting for feedback related to





paid parking implementation, Spanish Banks would still rank in the top three parks receiving 'parking' related feedback.

Additionally, the winter parking pass for the parking lot at Spanish Banks was discontinued, and many members of the Jericho Sailing Centre campaigned to have it reinstated. Lastly, Parking Availability (113) is also a common concern, whether it is citizens being unable to access parking due to gates being closed, filming, or not being able to find a space in the parking lot due to the popularity of Spanish Banks in the summer.

John Henry Park/Trout Lake Community Centre:

John Henry Park/Trout Lake Community Centre (235) also appeared frequently in the feedback. Most feedback was related to Parking/Bylaw Enforcement (177). Many parkgoers at John Henry/Trout Lake noticed cars parked on the lawn or parked overnight or other parkgoers playing loud music after 10 PM when the park should be closed. Additionally, those living beside the park also provided feedback about cars parking in areas reserved for residents or impeding residents' ability to access their parking. It is worth noting Trout Lake also hosts a farmer's market, however, most of the Parking Availability feedback for Trout Lake was regarding the parking lot gate not being open.

Hillcrest Community Centre/Nat Bailey Stadium/ Riley Park:

Hillcrest Community Centre/Nat Bailey Stadium/ Riley Park (221) is much more varied than Trout Lake or Spanish Banks. Many citizens reported a local car dealership parking their cars in the Riley Park parking lot, categorized as Parking/Bylaw Enforcement. Pay Parking/Parking Metre Concerns (38) was also a common category for feedback. Much of the parking surrounding the area is paid parking, and many citizens had issues with signage, paying for parking, and receiving tickets. Parking Availability (37) was also mentioned quite frequently. Many events occur throughout the year that require those visiting Hillcrest Community Centre to share parking with other users, such as those attending a baseball game at Nat Bailey Stadium or shoppers visiting the Riley Park Farmer's Market. Those visiting Hillcrest/Nat Bailey/Riley Park also had Social/Safety Concerns (30). This included the parking lot not being shovelled or de-iced during the winter, people smoking in the parking lot, or piles of dirt or landscaping equipment being left in the parking lot.

PARKING THEMES

1. **Parking/Bylaw Enforcement** was the most common theme, with 560 entries overall. Additionally, 11 parks of the 17 analyzed had Parking/Bylaw Enforcement as the most common category of feedback. As mentioned, above, many citizens observed cars parked overnight or illegally.
2. **Social/Safety Concerns** was the most common theme in four parks (Douglas Park, Frasersview Golf Course, Hastings Community Centre, Langara Park/Golf Course), with 132 entries overall. This includes parking lots not having enough lighting, lack of maintenance, or others behaving improperly in the parking lot.





Other themes that emerged overall:

3. Pay Parking/Parking Meter Concerns – 218
4. Parking Availability - 204
5. Social/Safety Concerns – 132
6. Accessibility – 26
7. Parking Design – 16
8. Parking Duration – 13
9. Parking in Relation to Alternative Modes – 7

FEEDBACK BY PARK/THEME

Champlain Heights Community Centre (6)	<ul style="list-style-type: none"> • Parking Availability – 3 • Parking/Bylaw Enforcement – 2 • Social/Safety Concerns - 1
Connaught Park/Kitsilano Community Centre (18)	<ul style="list-style-type: none"> • Parking/Bylaw Enforcement – 8 • Social/Safety Concerns – 6 • Parking Availability – 2 • Parking Duration – 1 • Parking in Relation to Alternative Modes – 1
Douglas Park (21)	<ul style="list-style-type: none"> • Social/Safety Concerns – 17 • Parking/Bylaw Enforcement – 2 • Pay Parking/Parking Meter Concerns – 2
Fraserview Golf Course (17)	<ul style="list-style-type: none"> • Social/Safety Concerns – 8 • Parking/Bylaw Enforcement – 3 • Parking Design – 2 • Parking Duration – 2 • Accessibility – 2
Hastings Community Centre (9)	<ul style="list-style-type: none"> • Social/Safety Concerns – 4 • Parking Availability – 2 • Parking Design – 1 • Parking/Bylaw Enforcement – 1 • Pay Parking/Parking Meter Concerns – 1
Hillcrest Community Centre / Nat Bailey Stadium /Riley Park (221)	<ul style="list-style-type: none"> • Parking/Bylaw Enforcement – 99 • Pay Parking/Parking Meter Concerns – 38 • Parking Availability - 37 • Social/Safety Concerns – 31 • Accessibility – 10 • Parking Design – 2 • Parking Duration – 3 • Parking in Relation to Alternative Modes – 1
John Henry Park/Trout Lake Community Centre (235)	<ul style="list-style-type: none"> • Parking/Bylaw Enforcement – 177 • Parking Availability - 35 • Social/Safety Concerns – 12





	<ul style="list-style-type: none"> • Parking Design – 9 • Parking in Relation to Alternative Modes – 2
Kensington Park/Community Centre (7)	<ul style="list-style-type: none"> • Parking Duration – 2 • Parking/Bylaw Enforcement – 2 • Accessibility – 1 • Parking Availability - 1 • Social/Safety Concerns – 1
Kerrisdale Community Centre (10)	<ul style="list-style-type: none"> • Parking/Bylaw Enforcement – 4 • Accessibility – 2 • Parking Availability - 2 • Pay Parking/Parking Meter Concerns – 1 • Social/Safety Concerns – 1
Killarney Park/Community Centre (6)	<ul style="list-style-type: none"> • Parking/Bylaw Enforcement – 13 • Parking/Bylaw Enforcement – 4 • Accessibility – 1 • Social/Safety Concerns – 1
Langara Park/Golf Course (29)	<ul style="list-style-type: none"> • Social/Safety Concerns – 9 • Parking Availability - 4 • Parking Duration – 2 • Accessibility – 1
Memorial West Park/Dunbar Community Centre (11)	<ul style="list-style-type: none"> • Parking/Bylaw Enforcement – 9 • Social/Safety Concerns – 2
Oak Park/Marpole Oakridge Community Centre (7)	<ul style="list-style-type: none"> • Parking/Bylaw Enforcement – 4 • Social/Safety Concerns – 2 • Parking Availability - 1
Renfrew Community Park/Community Centre (13)	<ul style="list-style-type: none"> • Parking/Bylaw Enforcement – 7 • Social/Safety Concerns – 4 • Accessibility – 1 • Parking Availability - 1
Spanish Banks (546)	<ul style="list-style-type: none"> • Parking/Bylaw Enforcement – 213 • Pay Parking/Parking Meter Concerns – 176 • Parking Availability - 113 • Social/Safety Concerns – 30 • Accessibility – 6 • Parking Duration – 3 • Parking in Relation to Alternative Modes – 3 • Parking Design – 2
Sunset Community Centre/Arena (4)	<ul style="list-style-type: none"> • Parking/Bylaw Enforcement – 2 • Parking Availability - 1 • Social/Safety Concerns – 1
VanDusen Gardens (16)	<ul style="list-style-type: none"> • Parking/Bylaw Enforcement – 10 • Accessibility – 2 • Parking Availability - 2 • Social/Safety Concerns – 2

