

ADDENDUM

Date: June 21, 2021
Time: 6:30 p.m.
Location: Virtual Meeting

DUE TO THE COVID-19 EMERGENCY attendance at Town Hall is restricted and public meetings are being held by videoconference only. Live streaming video is available on oakville.ca/live or at the town's YouTube channel at [youtube.com/user/townofoakvilleTV](https://www.youtube.com/user/townofoakvilleTV). Information regarding written submissions and requests to delegate can be found at <https://www.oakville.ca/townhall/delegations-presentations.html>.

Pages

9. Discussion Item(s)

***9.2. Waterfront Parks Parking Improvements, By-law 2021-080 and By-law 2021-082**

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Recommendation:

1. That parking improvements at Bronte Beach and Tannery park areas as outlined in the June 15, 2021 report from the Municipal Enforcement Services department be implemented; and
2. That By-law 2021-080, a by-law to amend By-law 2013-013, Parks By-law, attached as Appendix B, to the June 15, 2021 report from the Municipal Enforcement Services department, be passed; and
3. That By-law 2021-082 a by-law to amend By-law 2015-071, the Parking Administrative Penalties By-law, attached as Appendix C, to the June 15, 2021 report from the Municipal Enforcement Services department, be passed; and
4. That the report from Municipal Enforcement Services dated June 15, 2021 titled "Waterfront Parks Parking Improvements", be received.

18. Consideration and Reading of By-Laws

***18.1. By-law 2021-080**

A by-law to amend By-law 2013-013, Parks By-law, as amended (**re: Item 9.2**)

***18.2. By-law 2021-081**

This By-law is not being brought forward at this time. (re: Item 9.2)

***18.3. By-law 2021-082**

A by-law to amend By-law 2015-071, Parking Administrative Penalties By-law, as amended (**re: Item 9.2**)

REPORT

Council

Meeting Date: June 21, 2021

FROM: Municipal Enforcement Services Department

DATE: June 15, 2021

SUBJECT: **Waterfront Parks Parking Improvements, By-law 2021-080 and By-law 2021-082**

LOCATION: Various

WARD: Ward 1 & Ward 2

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RECOMMENDATION:

1. That parking improvements at Bronte Beach and Tannery park areas as outlined in the June 15, 2021 report from the Municipal Enforcement Services department be implemented; and
2. That By-law 2021-080, a by-law to amend By-law 2013-013, Parks By-law, attached as Appendix B, to the June 15, 2021 report from the Municipal Enforcement Services department, be passed; and
3. That By-law 2021-082 a by-law to amend By-law 2015-071, the Parking Administrative Penalties By-law, attached as Appendix C, to the June 15, 2021 report from the Municipal Enforcement Services department, be passed; and
4. That the report from Municipal Enforcement Services dated June 15, 2021 titled "Waterfront Parks Parking Improvements", be received.

KEY FACTS:

The following are key points for consideration with respect to this report:

- In 2020, there was a significant increase in visitors to the town's waterfront parks

- Operational improvements and updates to the Parks By-law can help manage and control the parking lots
- Updates to the Parks By-law and the Parking Administrative Penalties By-law provide requirements to implement a 10 p.m. park closure and clarify unauthorized parking and unauthorized vehicles in parks
- Although not recommended, options such as time limits and paid parking at Bronte Beach and Tannery Park areas can assist in managing parking in those areas – optional recommendations have been included should Council wish to proceed with paid parking and/or time limits.

BACKGROUND:

During COVID restrictions in 2020, there was a significant increase in visitors to the town's parks and in particular the waterfront parks. With the increased use there were numerous issues and complaints, many of which related to parking at and near these parks.

Staff undertook a review of the parking lots associated with waterfront parks and identified options to help improve the parking management and control. While the review considered a number of parking locations, the areas of greatest concern, based on 2020 issues were Bronte Beach Park (including Bronte Bluffs/Sovereign House parking lot) and Tannery Park. At these locations, there were various parking issues identified.

At the May 25, 2021 meeting, Council requested that the following be considered in regard to waterfront park paid parking:

- Modification to the 3 hour parking limit in the parks by-law.
- Parking on side streets in waterfront areas.
- Consider other municipalities and if they are charging out of towners only.
- Consider effects of downtown BIA and those who pay for long term parking.
- Consider cost of Enforcement and Parks staff response to heavy traffic in parks since COVID-19 began vs. pre-pandemic costs

This report provides recommendations to assist with the parking management at Bronte Beach Park and Tannery Park areas and responds to Council's request.

COMMENT/OPTIONS:

Parking Review

The town provides a number of waterfront parks for the benefit and enjoyment of residents and visitors. Parking areas and lots are provided to accommodate users of the parks, as well as recreational boaters who have Town moorings. In 2020,

with COVID restrictions, visiting parks was a popular alternative for residents not being able to travel. The increased attendance at the waterfront parks created a number of issues including vehicles parking outside of designated areas, parking after park closure and overflow parking into neighbourhood areas.

Staff reviewed the parking areas at the waterfront parks and determined improvements that could help alleviate some of the parking issues. Introducing time restrictions, improved permits, paid parking and enforcement could improve compliance. As well, operational changes including new signage, delineation of parking, bike racks and gates could assist in controlling and managing the parking at the waterfront parks.

A summary of the waterfront parks parking review is provided as Appendix A to this report. The review looked at the parking in the following areas:

- Bronte Harbour
- Oakville Harbour
- Bronte Outer Harbour
- Coronation Park
- South Shell Park
- Gairloch Gardens

From the review, staff identified opportunities to improve the management and control of parking at waterfront parks:

1. Update Parks By-law to clarify parking restrictions and regulations
2. Review and update signage with clear conditions, timelines and restrictions for parking
3. Review and update parking permit terms and conditions
4. Review and add delineation of parking spaces and areas
5. Review and install cycling infrastructure
6. Review options and locations for gating or closing parking lots
7. Review and implement options to reduce impact of overflow parking
8. Implement time limit restrictions at waterfront parks
9. Implement a paid parking program to promote turnover of parking spaces
10. Increase patrols and enforcement to promote compliance of parking regulations in and near waterfront parks
11. Update the town's website to provide information on the parking programs at the waterfront parks
12. Develop a communication plan to provide to provide information on the parking programs at the waterfront parks

Bronte Beach Area

The following table lists the parking areas at Bronte Beach Park including a description of the parking users:

Location/Park	Parking area & # of spaces	Users
Bronte Beach Park	gravel lot near West River Street <ul style="list-style-type: none"> • 25-30 unlined spaces 	<ul style="list-style-type: none"> • Bronte Harbour permit holders • Overflow parking from transient boat launch users (boats with trailers) • Park visitors
Bronte Beach Park	Berta Point asphalt lot <ul style="list-style-type: none"> • 20 permit only spaces 	<ul style="list-style-type: none"> • Bronte Harbour permit holders
Bronte Beach Park	main asphalt parking lot <ul style="list-style-type: none"> • 26 public spaces • 26 permit only spaces • 18 vehicle with trailer spaces 	<ul style="list-style-type: none"> • Bronte Harbour permit holders • Boat launch users (vehicles with trailers) • Park visitors
Bronte Beach Park	Bronte Harbour Yacht Club parking (West River Street) <ul style="list-style-type: none"> • 4 unlined permit only spaces 	<ul style="list-style-type: none"> • Bronte Harbour Yacht Club members
Bronte Bluffs/Sovereign House	gravel lot <ul style="list-style-type: none"> • 18 unlined spaces • scheduled for resurfacing 	<ul style="list-style-type: none"> • Sovereign House visitors • Sovereign House members and meetings • Park visitors including overflow parking from Bronte Beach

While Bronte Harbour mooring permit holders are provided parking permits for the boating season, and boat launch users pay for daily use, park visitors currently use the parking lots on a first come first serve basis with no time limit between 6 a.m. and dusk. There are currently 143 mooring permits at Bronte Beach and Berta Point, and a permit holder is provided 2 parking permits. If these permit holders are not able to find parking in their permit area, they park in the public parking areas on a first come first serve basis.

In response to overflow parking requirements in Bronte village in 2018, the town implemented a temporary parking area within the winter boat storage area on the Bronte Marina property (2508 Lakeshore Road West). This parking area was delineated and signed for public parking during the summer. Through discussions with Parks staff, there is an opportunity to provide a similar parking area during the 2021 boating season. This area would provide overflow parking for visitors to Bronte Beach Park, within about an 8 minute walk. Similar to 2018, the area would need to be delineated and signed. As well, additional signage and communication will be needed to direct visitors to the area.

With the expected increase of visitors to Bronte Beach Park this year, staff are recommending a number of parking improvements. These include amendments to the Parks By-law, updated signage, new and updated permits, and parking lot improvements.

Recommended Improvements at Bronte Beach Area

1. Amend Parks By-law to define park closure time, unauthorized parking and unauthorized vehicles.
2. Update signage to reflect parking rules, time limits and closure
3. Update Bronte Harbour mooring holder's parking permit terms and conditions to clarify parking locations, restrictions and process for overnight/extended parking
4. Coordinate with Sovereign House members to provide permits and plan for lot closures to support their events
5. Delineate parking spaces and areas in the gravel lot at West River St, Bronte Harbour Yacht Club parking area and the Bronte Bluffs/Sovereign House parking lot to better define parking areas, subject to available funding and budget approval
6. Install cycling infrastructure such as bike racks to promote visiting the park via bicycle, subject to available funding and budget approval
7. Implement and sign a temporary overflow parking lot at Bronte Marina
8. Communicate parking changes at Bronte Beach Park area.

Tannery Park Area

The following table lists the parking areas at Tannery Park area including a description of the parking users:

Location/Park	Parking area & # of spaces	Users
Tannery Park	Walker Street parking lot <ul style="list-style-type: none"> • 38 unlined spaces • scheduled for resurfacing 	<ul style="list-style-type: none"> • Oakville Harbour permit holders • Park visitors

Tannery Park	parking along docks <ul style="list-style-type: none"> • 74 parking space 	<ul style="list-style-type: none"> • Oakville Harbour permit holders • Park visitors
Tannery Park	Walker Street on-street parking <ul style="list-style-type: none"> • 18 lined spaces 	<ul style="list-style-type: none"> • Park visitors

Oakville Harbour mooring permit holders with assigned dock spaces in Tannery Park are provided parking permits during the boating season. There are currently 97 mooring permits at Tannery Park, with 194 parking permits. Park visitors also use the parking lots at Tannery Park. The parking is currently available on a first come first serve basis with no time limit between 6 a.m. and dusk. The on-street parking on Walker Street, adjacent to Tannery Park also provides parking on a first come first serve basis, for up to 3 hours.

Staff are recommending a number of improvements to control and manage the parking with the expected increase of park use this year.

Recommended Improvements at Tannery Park Area

1. Amend Parks By-law to define park closure time, unauthorized parking and unauthorized vehicles.
2. Update signage to reflect parking rules, time limits and closure
3. Update Oakville Harbour mooring holder's parking permit terms and conditions to clarify parking locations, restrictions and process for overnight/extended parking
4. Delineate parking spaces and areas at the Walker St parking lot to better define parking areas, subject to available funding and budget approval
5. Install cycling infrastructure such as bike racks to promote visiting the park via bicycle, subject to available funding and budget approval
6. Communicate parking changes at Tannery Park area.

Parks By-laws Amendments

The Parks By-law 2013-013 prescribes the rules and regulations for the operations of parks within the Town of Oakville. The by-law currently provides a number of parking regulations including:

- Park other than on a roadway within a park
- Park a bus within a park without authorization
- Park where prohibited within a park
- Park obstructing traffic within a park
- Park overnight within a park

Staff have reviewed the by-law and identified a number of opportunities to clarify the parking regulations in parks.

With respect to park closures, the Parks By-law states that:

*No person shall, in any Park,
be present in any Park between dusk and 6:00 a.m. in the forenoon, except
as a participant or spectator of any function approved by the Director. Upon
the completion of such function every person shall promptly leave the Park;*

Since the time of dusk changes from day to day, it is less obvious as to when the park is closed. The park opening is set at the fixed time of 6:00 a.m., therefore a fixed closing time for the park would be consistent. Through staff discussions, the recommended park closing time is 10:00 p.m. With a fixed time for the park closure it will be easier to communicate and enforce the closure and unauthorized use of the park. Notwithstanding the park closing time, participants or spectator of any approved function can remain in the park until completion of the function.

The Parks By-law also states that:

*No person shall, in any Park:
park any vehicle overnight except with the written authorization of the
Director;*

As the by-law does not specify when the overnight parking is prohibited, it is recommended that parking in a park be prohibited when the park is closed, except as authorized by the Director.

The Parks By-law prohibits and regulates certain vehicles from parking in parks, but there is opportunity to clarify other parking regulations relating to commercial vehicles, trailers using boat launch ramps, and permit holder parking.

Recommended updates to the Parks By-law include:

- Updated definition when the park is closed
- Specified time when overnight parking is prohibited
- Prohibition of unauthorized commercial vehicles
- Prohibition of vehicles with trailers from parking without launch pass
- Prohibition of vehicles from parking without authorized permit, in specified areas
- Prohibitions of unlicensed or inoperable vehicles

By-law 2021-080, attached as Appendix B, provides recommended amendments to the Parks By-law and By-law 2021-082, attached as Appendix C, provides recommended amendments to the Parking Administrative Penalties Bylaw 2015-071. These by-law amendments provide for regulating and enforcing the following parking violations in Oakville's parks:

Violation	Penalty*
PARK OTHER THAN ON A ROADWAY WITHIN A PARK	\$75
PARK OTHER THAN IN PARKING LOT WITHIN A PARK	\$75
PARK A BUS WITHIN A PARK WITHOUT AUTHORIZATION	\$50
PARK WHERE PROHIBITED WITHIN A PARK	\$50
PARK OBSTRUCTING TRAFFIC WITHIN A PARK	\$50
PARK 10 PM TO 6 AM IN A TOWN PARK	\$50
PARK UNLICENSED MOTOR VEHICLE IN A TOWN PARK	\$50
PARK WRECKED, DISMANTLED OR INOPERABLE VEHICLE IN A TOWN PARK	\$50
PARK A COMMERCIAL VEHICLE WITHIN A PARK WITHOUT AUTHORIZATION	\$50
PARK WITHOUT LAUNCH RAMP PASS	\$50
PARK WITHOUT SEASON PASS	\$50

*penalties align with similar violations, subject to review through annual budget process

Parking Management and Control Considerations

Key criteria of an effective parking management system would include:

- ease of use
- ability to enforce
- difficult to misuse
- equitable
- time limits and restrictions
- increased access through turnover of parking spaces
- opportunity for cost recovery

Parking management systems may include permits, reservations, gates, time restrictions, paid parking or combinations thereof. While the town's current parking programs provide for permits, gates (at the Church Street Parkade), time restrictions, and paid parking, staff looked at other municipalities to determine how they are managing parking at waterfront parks. Appendix D, provides a summary of parking systems used to manage waterfront parking at a number of municipalities. The following paragraphs review parking management and control options for Council's consideration. Should Council wish to approve one of these options, Appendix E provides optional recommendations.

Time restrictions

Time limits and restrictions can provide a means for managing and controlling parking. Time restrictions define when vehicles can and cannot park and time limits create opportunity for parking. The shorter the time limit, the more turnover there is at a parking space, creating more opportunity for a vehicle to find available parking.

The Parks By-law does not limit the how long a vehicle can be parked in a park. A time limit in popular parks would allow visitors a maximum time to enjoy the parks while providing opportunity for more visitors to access the parks.

Council requested modification to the staff recommended 3-hour parking limit presented at the May 25, 2021 Council report. The 3-hour parking limit was recommended to achieve maximum turnover in a parking space during the prime parking time between 9 a.m. and 7 p.m. If parking time limits are increased, parking space turnover is decreased. With 26 public parking spaces at Bronte Beach, the following table is provided as an example of how alterations of the time limit can affect the potential number of vehicles/visitors attending the parking lot.

Parking Time Limit	Maximum Turnover in 10 hours (9 a.m. to 7 p.m.)	Maximum number of vehicles/visitors in 10 hours
3 hours	3.3	87
4 hours	2.5	65
5 hours	2	52
No limit	1	26

Time limits alone, without a system of payment or reservation, requires increased resources to enforce. Time limit enforcement requires officers to attend on multiple patrols to track parked vehicles and denote which vehicles have exceeded the maximum time limit. Vehicles can be parked significantly longer than the time limit before they are ticketed.

Setting different time limits at the various parks is an option, however having one standard time limit keeps it simple and easy to communicate. The 3-hour time limit aligns with the on-street parking regulations in Oakville. A 4-hour or 5- hour time limit would provide more time to visit the park, while still providing turnover of the parking spaces.

Parking Permit Programs

Some communities are implementing programs at their waterfront parks that require paid parking for visitors and permits for residents. These programs can:

- hinder time limits and delay turnover of parking spaces
- be seen as inequitable to those who are not eligible for permits
- increase Freedom of Information Act breach risks when providing personal information to verify residency
- be open to misuse if residency verification is not required
- be costly to operate
- create an expectation that parking is available when a resident has a permit

Communities that have implemented resident parking programs at their waterfront parks tend to have numerous parking areas for visitors. As Bronte Beach and

Tannery Park also provide parking for mooring permit holders, the available visitor parking varies and can be very limited.

A resident permit system could be implemented for Bronte Beach and Tannery Park areas. The program would cost \$8,000 to develop and would take about 4 weeks to implement. A resident parking program may address some resident concerns but would not ensure available parking, promote turnover or increase access to waterfront parking for park visitors.

Parking Reservation Systems

A reservation system to manage parking can provide time limits, promote turnover of parking spaces and collect fees for cost recovery. This type of system has been implemented at Conservation Halton Parks and requires:

- online reservation system
- electronic gates and/or staff attendance at entry to verify registration before entry
- after hours and weekend back office customer service staff to support reservation system, payments and resolve issues, for all times the park is open
- entry lanes that provide space for queuing of vehicles prior to entry
- underutilized parking to ensure reserved spaces are available
- enforcement, including towing, for vehicle overstays to provide parking spaces for reservations

This type of parking program would be difficult and costly to implement in Bronte Beach and Tannery Park areas, as:

- there is not a static number parking spaces for visitors as mooring permit holders can park in permit and visitor parking areas
- there are multiple parking areas that would require gates or attendants at each entrance
- there is no area for vehicle queueing, which would result in overflow of traffic onto residential streets
- the cost to implement a reservations system would exceed \$130,000, not including parking lot reconfiguration, staffing, ongoing maintenance and traffic management plans

Paid Parking Programs

Payment for parking is another common way to manage and control parking. The payment encourages compliance with the regulations and time limits, promotes turnover of the parking spaces and can help support the parking costs. The town

currently manages commercial parking in downtown Oakville, Kerr Village and Bronte Village through paid parking programs.

In response to the paid parking report on the May 25, 2021 Council agenda, staff received significant feedback from residents opposing paid parking at waterfront parks. While staff's previous recommendation included paid parking, everyday throughout the year, there is opportunity to implement a reduced parking program that requires payment only during peak times. Such a program could still manage and control parking at waterfront parks, while allowing time for visitors to attend, without having to pay. Specifically, paid parking program could be reduced to:

- 9 a.m. to 7 p.m.
- Friday, Saturday, Sunday, holidays
- May 1 to September 30
- Maximum 4 hours

The HONK mobile payment app would be leveraged and the program could still be considered for a two year pilot. After the two year period staff would bring forward a report and recommendations on the outcome of the pilot program.

If this program were considered, staff would still recommend a \$3 per hour rate which is comparable fee with other municipalities and is not cost prohibitive. Note that Conservation Halton charges an entry fee of \$10.74/adult for a 2 hour park visit (i.e. \$5.37/hour effective June 14, 2021).

Park visitors attending by walking, cycling or transit would not be subject to a parking fee. As well, mooring permit holders would not be subject to paying the recommended parking fee, as their parking permits are provided as part of the mooring permit. Staff would also work with Sovereign House members to provide permits for their events.

Implementing paid parking at Bronte Beach and Tannery Park areas is not expected to impact long term paid parking in the downtown Oakville BIA or Bronte BIA areas.

Parking Management Systems

The following provide a summary comparison of parking management systems:

	Permits	Time Restrictions	Reservations	Paid Parking
Promotes turnover of parking spaces		X	X	X
Equitable		X	X	X
Provides for time limits		X	X	X
Easy to use	X			X
Easy to implement				X
Easy to enforce	X			X
Difficult to misuse			X	X
Cost recovery			X	X

Overflow Parking – SPA

With the increase in visitors to the waterfront parks in 2020, when parking lots became full, visitors looked to on-street parking to be able to attend the parks. General options to limit overflow parking to the surrounding streets include:

1. Implementing parking time restrictions - to limit the duration of parking and help reduce on-street parking
2. Implementing parking prohibitions – to eliminate vehicles from parking on the street

In response to the impact of overflow parking in 2020, the town introduced Special Provision Areas (“SPA”) where vehicles observed to be parked in signed “No Parking” areas were subject to higher penalties. The SPAs were introduced in areas near Bronte Beach Park and Coronation Park, along with increased areas of “No Parking” on the street. SPA was also approved for an area near Tannery Park, however the residents in the area did not support the increased areas of “No Parking” on the street.

Following Council’s approval on April 26, 2021, SPAs were implemented in the areas near Bronte Beach, Coronation and Tannery parks, from May 15 to September 15, 2021. Courtesy permits for residents to accommodate temporary on-street parking within the SPAs, were also provided.

Staff anticipate that removing SPAs would create increased traffic volumes from vehicles circulating and looking for additional parking when park parking lots are full.

With increased traffic volumes experience suggests increased parking violations could impact safety, sightlines and access. It is not uncommon to prohibit on-street parking in areas near waterfront parks. From staffs review, other municipalities such as Ajax, Barrie, Collingwood, Hamilton, Innisfil, Mississauga and St. Catharines either prohibit parking or limit on-street parking to local residents only.

Using the process outlined in the April 26, 2021 report to Council discussing SPAs, staff have implemented an additional SPA in the Lions Valley park area. Based on contact to date, staff expect to process additional requests for SPAs in waterfront park areas. Any additional requests for SPAs would only be implemented after consultation with the ward councillors and residents within the impacted area.

Enforcement

Due to the COVID-19 restrictions and increased enforcement requirements in the town's parks, Municipal Enforcement Services have contracted additional staff from May until September 2021. To help control the activities the parks, the increased staff presence in the parks include:

- 15 Park Ambassadors – who provide information and education to park visitors – to stop or prevent violations
- 8 Park Officers – who also educate and inform, but can issued tickets for parking violations in and around the parks
- 8 Mobile Compliance Officers – who respond to escalated matters and all park violations – not just parking, including BBQ's in parks, dogs off leash, etc.

The cost of the additional staffing is expected to be \$504,000 for the May to September 2021 time period.

Recommendations

The staff recommendations provide for operational improvements and updates to the Parks By-law and Administrative Penalties By-law to help manage and control the parking lots. The recommended improvements for Bronte Beach and Tannery Park areas, are listed earlier in this report.

Should Council wish to approve a parking management system for Bronte Beach and Tannery park areas as described in this report, Appendix E provides optional recommendations for Council's consideration.

CONSIDERATIONS:

(A) PUBLIC

Depending on the Council approvals, changes to the parking in the waterfront parks will be communicated to park visitors through new signage as well as education/information programs through Parks Ambassadors. Staff will work to implement a communication plan including updates to the town's website and using social media.

Mooring permit holders at Bronte Beach and Tannery Park areas will be advised of the changes to parking along with updated terms and conditions of their parking permits.

(B) FINANCIAL

Revenues generated through parking rates, fees, and penalties support the cost of implementing and maintaining the program as the town's parking operation, is self-funded and does not rely on the tax levy to cover annual operating and capital expenses.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Support and coordination from a number of departments and divisions is required to implement the parking improvements at the waterfront parks. These include:

- Municipal Enforcement Services and Parks staff to review and implement park improvements
- Municipal Enforcement Services to coordinate updates to patrols and enforcement of parking programs
- Traffic Engineering, Traffic and Municipal Enforcement Services staff are working together to implement SPAs
- Legal staff review and provide input into by-law amendments
- Communication staff to assist in implementing a communication plan, including providing input on signage
- Finance staff to provide the required financial reporting to monitor and track parking programs.

(D) CORPORATE STRATEGIC GOALS

This report addresses the corporate strategic goal(s) to:

- Provide effective licensing and enforcement framework to maintain community safety, protection and enjoyment

- Support a culture of continuous improvement and innovation to enhance cost-effective delivery of town programs and services

(E) CLIMATE CHANGE/ACTION

The implementation of various improvements to the parking lots will provide a means to better manage and control the visitors parking at waterfront parks. Installing bicycle racks at the waterfront parks will help promote bicycle visits to the parks.

APPENDICES:

Appendix A – Waterfront Park Review

Appendix B – By-law 2021-080, a by-law to amend By-law 2013-013, Parks By-law

Appendix C – By-law 2021-082, a by-law to amend By-law 2015-071, the Parking Administrative Penalties By-law

Appendix D – Waterfront Parking Permit Programs

Appendix E – Optional Council Recommendations

Prepared by:
Hania Ellison
Manager, Strategy and Support Services

Submitted by:
Jim Barry
Director

Waterfront Parks Parking Review – May 2021

Objective

To review the parking lots associated with waterfront parks and determine options for parking management and control that may include time restrictions, permits, paid parking and enforcement for compliance. The impact of any changes to surrounding area on-street parking will be considered.

Background

During COVID restrictions in 2020, there was a significant increase in visitors and use of the town's waterfront parks. With the increased use there were many issues and complaints, many of which related to parking at and near the waterfront parks.

Locations

The following table provides a list of parks and parking areas under review.

Area	Location/Park	Parking area
Bronte Harbour:		
	Bronte Beach Park	gravel lot near West River Street
	Bronte Beach Park	Berta Point asphalt lot
	Bronte Beach Park	main asphalt parking lot
	Bronte Beach Park	Bronte Harbour Yacht Club parking
	Bronte Bluffs/Sovereign House	gravel lot
	Bronte Marina	paved and gravel lot
Oakville Harbour:		
	Tannery Park	Walker Street parking lot
	Tannery Park	Walker Street on-street parking
	Tannery Park	parking along docks
	Waterworks park	asphalt lot
	Shipyard park	asphalt lot
	Parking under the bridge - west side	gravel lot
	Busby park	gravel lot
Bronte Outer Harbour:		
	Bronte Heritage Waterfront park	lot in front of building
	Bronte Heritage Waterfront park	asphalt lots along Ontario Street
Coronation Park:		
	Coronation Park	north lot
	Coronation Park	parking areas along ring road
South Shell Park:		
	South Shell Park	asphalt lot
Gairloch Gardens:		
	Gairloch Gardens	Lakeshore Road East parking lot
	Gairloch Studio	Gairloch Studio parking lot
	Gairloch Gallery	parking lot

A description of these parking areas is provided in **Schedule 1** to this report.

Options for improved parking management and control

In reviewing the concerns, issues, complaints and enforcement of parking at the waterfront parks, there are a number of changes and updates that could assist in improving parking management and control. These include:

1. Updates to the Parks By-law
2. Updated signage
3. Updated parking permit terms and conditions
4. Delineation of parking areas
5. Adding bike racks
6. Adding gated to close parking lots
7. Implementing parking time limit restrictions
8. Implementing paid parking
9. Increasing education and enforcement

Parks By-law

The Parks By-law 2013-013 prescribes the rules and regulations for the operations of parks within the Town of Oakville. The by-law provides a number of parking regulations including:

- PARK OTHER THAN ON A ROADWAY WITHIN A PARK
- PARK A BUS WITHIN A PARK WITHOUT AUTHORIZATION
- PARK WHERE PROHIBITED WITHIN A PARK
- PARK OBSTRUCTING TRAFFIC WITHIN A PARK
- PARK OVERNIGHT WITHIN A PARK

The Parks By-Law prohibits anyone from being present in any park between dusk and 6 am, unless for an approved function. Since the time of dusk changes, it makes it less clear for parks patrons to know when the park closes. Also the by-law does not identify specific times when overnight parking is prohibited.

The Parks By-law prohibits and regulates certain vehicles from parking in parks, but there is opportunity to clarify other parking regulations relating to commercial vehicles, trailers using boat launch ramps, and permit holder parking.

Options to refine the Parks By-law for improved parking control include:

- Updated definition when the park is closed
- Specified time when overnight parking is prohibited
- Prohibition of unauthorized commercial vehicles
- Prohibition of vehicles with trailers from parking without launch pass
- Prohibition of vehicles from parking without authorized permit, in specified areas
- Prohibitions of unlicensed or inoperable vehicles

Within the current by-law regulations, there is opportunity to define the violation PARK OTHER THAN DESIGNATED PARKING LOT WITHIN A PARK. These changes to the by-law would help to enforce unauthorized vehicles parked in the parks.

Along with the updates to the parking violations in parks, the penalties for the violations should be set at a sufficient level to deter vehicle operators from contravening the rules.

Signage

Signage is a primary way to inform park visitors of what is prohibited in the park. From the enforcement of parks in 2020, ticket recipients often advised that they were unaware of the rules and regulations, specifically relating to parking outside of parking lots (e.g. grassed areas) and parking overnight. The signage at the parking areas should list the general parking regulations for the park as well as any specific regulations for an area (e.g. permit parking areas).

There is opportunity to improve signage in the parks to show parking rules and regulations. These rules and regulations should also be provided on the town's website for anyone searching parks and parking information.

Consideration for temporary signage during busy boating/summer season to identify when parking lots are full could help limit excess vehicles from attending the park. This type of signage would require staff to monitor use and update sign display when the lot is full.

Parking Permit Terms and Conditions

As part of the Harbour's Mooring Permits, permit holders are provided a parking pass to allow them to park their passenger vehicles when they are attending their boat. The terms and conditions should document where, when and what permit holders can park and consequences if they don't comply. The terms and conditions should also document how permit holders can request overnight parking. To ensure permit holders use the parking according to the rules and regulations, there may be opportunity to review and update the parking permit terms and conditions. Any updates should be communicated to the permit holders.

Delineation of Parking Areas

Ideally, parking spaces are delineated by line painting and parking areas are bordered by curbs, curb stops, fencing or other barriers. There are a number of parking areas for the waterfront parks that are unlined gravel lots. As previously noted, ticket recipients had advised they were unaware about parking outside of parking lots (e.g. grassed areas). Until the lots can be paved and lined, curb stops could be installed to limit the parking areas. Opportunities to delineate the parking areas would better control parking at the waterfront lots.

Bike Racks

Increasing opportunities for park visitors to attend by bicycle could reduce the number of vehicles at the parks. Current parks amenities list on oakville.ca does not show if there are bike racks at the parks. Improving cycling infrastructure such as installing bike racks, corrals, repair stations and water refill stations would help accommodate more bike visitors. Improved cycling infrastructure also aligns with the town's Active Transportation programs.

Gated Parking Lots

Some parks have gates at the parking lot entry to close vehicle access to the area. The closure may be seasonal for parking lots that are not maintained in the winter, or the closure may be nightly to prevent mischief in the park when it is closed. A nightly gate closure requires security to close the gates every night and open them every morning. As well, the security would need to deal with any vehicles left parked in the lot when the gates are closed. Adding gates to other parks may assist in dealing with specific issues and locations, but would require further review.

Parking Time Limit Restrictions

Parking time limits provides another way to help manage and control vehicle parking. Time limit restrictions are used to control parking on roadways (maximum 3-hour parking under the Traffic By-law) and parking in high use commercial parking areas (2-hour, 3-hour and 5-hour parking areas). Time limits for parking provides turnover of the parking spaces thereby creating more opportunity for visitors and parking.

Under the Parks By-law there is no time limit restriction for parking, other than prohibiting overnight parking. Introducing a maximum parking time limits would increase opportunity for visitors to find parking in the parks. Implementing a time limit at the busy waterfront parking would provide visitors time to enjoy the park and increase turnover of parking spaces. Updates to the Parks By-law would define time limits and penalty for exceeding the time limits. New signage and communications would inform visitors of the time limits.

Paid Parking at Waterfront Parks

Payment for parking is a common way to manage and control parking. The payment encourages compliance with the regulations and time limits, promotes turnover of the parking spaces and helps support the cost of parking. The town currently manages commercial parking in downtown Oakville, Kerr Village and Bronte Village through paid parking programs. As well, paid parking is used to manage and control waterfront parks in other municipalities (e.g. Spencer Smith Park in Burlington). Paid parking programs could assist in controlling and managing the parking lots at the waterfront parks.

Under the town's Zoning By-law 2014-014 for lands south of Dundas Street, many of the town's parks are in a O1 Zone (defined as Park) or in a PB1 Zone (defined as Parkway Belt Public Use). A Commercial Parking Area is not permitted in either the O1 Zone or the PB1 Zone. In discussion with Planning staff there is an opportunity to update the Zoning By-law to allow for ancillary commercial parking areas within a park. This zoning by-law amendment is necessary before paid parking in the parks could be implemented.

The implementation of a paid parking program within parks, subject to the zoning by-law update, would help control and manage the parking. Approvals of rates, fees, penalties, policies and procedures would define where and how the program is implemented as well as the specific restrictions, rules and regulations.

Introducing paid parking at all the waterfront parking areas would require time and resources to implement. Starting a paid parking at a few of the busiest waterfront parks as a pilot program in 2021 would provide time to implement and evaluate the program, before considering expanding to other areas.

While we are reviewing a number of parking locations related to waterfront parks, the areas of greatest concern, based on 2020 issues were Bronte Beach Park (including Bronte Bluffs/Sovereign House parking lot) and Tannery Park. In these locations, there were issues of parking outside of designated areas, parking after park closure and overflow parking. Introducing time restrictions and paid parking at the parks, along with responding to the overflow parking, could assist with the parking concerns in these areas. Implementing a paid parking program at these busy waterfront parks as a pilot program in 2021 would provide time to implement and evaluate the program.

Through the town's commercial parking programs, Enforcement Services is replacing multi-space meters in Downtown Oakville. Staff have been in contact with the equipment vendor and have determined that the equipment planned for replacement can be refurbished to current pay by plate standards. This will allow reuse of equipment for the paid parking pilot program at the waterfront parks at a reduced cost.

Alternatively if paid parking is limited to only weekends throughout the spring/summer season, utilizing the HONK mobile payment app would reduce the cost to implement a paid parking program.

Enforcement and Education

To promote and gain compliance of parking regulations in parks, it is necessary for regular patrols and enforcement. It is not enough to make improvements and changes to the parking areas to improve compliance, issuing penalties for violations and active enforcement must also be implemented.

For enforcement to be effective the penalty needs to be at a sufficient level to act as a deterrent. From the 2020 parking enforcement in parks, we understood some vehicle operators considered the penalty to be their "cost of parking for the day". The level of these penalties did not deter the vehicle operators from contravening the rules. The current penalties should be increased to deter these violations.

With a new parking program or change in program, an education and information program is needed to inform and advise vehicle operators. Any updates to the parks parking programs will need to be communicated including updates to the town's website and social media. As well, officers generally undertake a period of education and information before tickets are issued. Communication and enforcement is needed for any new parking programs to be successful.

For 2021 additional resources will be added to the Enforcement Services to help in enforcing COVID restrictions and parks patrols. The addition of Parks Ambassadors and Parks Patrol Officers may provide the enforcement resources during COVID restrictions, but consideration is needed to determine the ongoing resources needed for future patrols and enforcement.

Overflow Parking

Experience has shown that some vehicle operators will drive a distance to avoid paying for parking. If paid parking is implemented in any of the parks, we can expect an increase in vehicles looking to park on the street in areas near the park. In 2020, there was a significant increase in visitors and use of the town's waterfront parks. When the parking lots were full visitors looked to on-street parking so they could attend the parks.

In response to numerous complaints and requests for enforcement in 2020, the town introduced Special Provision Areas ("SPA") where vehicles observed to be parked in signed "No Parking" area were subject to higher penalties. The SPAs were introduced in areas near Bronte Beach Park and Coronation Park, along with increased areas of "No Parking" on the street. SPA was also approved for an area near Tannery Park, however the residents in the area did not support the increased areas of "No Parking" on the street.

Increased on-street parking to avoid paid parking is common around the town's commercial districts. In these areas, the town has implemented a 2-hour time limit during the day to reduce extensive or all day parking. Along with the 2-hour limit, streets in these areas are subject to proactive patrol and enforcement to promote compliance. These restrictions and enforcement don't eliminate vehicles from parking on the street, but do provide limits and constraints for all day parking.

There are a number of options to reduce overflow parking on the residential streets near the parks. The following table provides changes that could be considered:

Change	Parking
Implement daytime 2 hour parking limit	<ul style="list-style-type: none"> • Allows vehicles to park up to 2 hours during the restricted time • Allows residents and their visitors to park up to 2 hours during the restricted time
Implement daytime 2 hour parking limit, with no re-parking	<ul style="list-style-type: none"> • Allows vehicles to park up to 2 hours during the restricted time, and cannot re-park during the restricted time • Allows residents and their visitors to park up to 2 hours during the restricted time, and cannot re-park during the restricted time
Implement parking prohibitions	<ul style="list-style-type: none"> • Prohibits vehicles from parking • Residents could not park on the street, unless a permit program is provided
Implement Special Provision Areas	<ul style="list-style-type: none"> • Higher penalties for vehicles parking in prohibited parking areas • Residents could not park on the street, unless a permit program is provided
Provide designated overflow parking lot or area	<ul style="list-style-type: none"> • Provides a locations for additional parking

With the recommendations to implement time limits and paid parking at Bronte Beach and Tannery Park areas, overflow parking in the nearby areas will likely increase. If nothing is done to limit the overflow parking, residents' concerns will increase and revenues to support the paid parking program in the park may not be realized.

Implementing 2-hour parking limits is a standard approach used to limit overflow parking in areas near commercial parking district. This restriction does not eliminate parking but reduces the likelihood of continuous parking. For this restriction to have a positive impact, frequent proactive patrols and enforcement are required.

If the standard 2-hour parking limit does not get the expected results, the time limit could be made more restrictive by implementing a "no re-parking" rule. The "no re-parking" rule limits vehicles to park only once for time period in a day and can be effective to stop vehicle operators from moving their cars every few hours to circumvent the time limit. This type of restriction requires significant communication and education as it is not commonly used. There is currently no location in Oakville with a "no re-parking rule".

Introducing a permit only parking area would limit overflow parking and allow for temporary on street parking for residents and their guests. This option would address residents' concerns of overflow parking while still providing residents with an option for temporary on street parking.

Similar to 2020, staff have implemented SPAs in areas near Bronte Beach Park, Coronation Park, and Tannery Park areas for 2021. Along with the increased restrictions and penalties, courtesy parking permits have been issued to residents within the SPA. These permits allow the resident or their guest to park in designated areas with the permit on display. This program may address overflow parking concerns during COVID restrictions. Further consideration for ongoing programs should take into account the cost of implementing, managing and enforcing, as SPAs provide a temporary program.

In 2018, in response to overflow parking requirements in Bronte village, the town implemented a temporary parking area within the winter boat storage area on the Bronte Marina property. This parking area was delineated and signed for public parking during the summer. This may provide some relief to overflow parking issues at Bronte Beach Park.

Summary Recommendations

The following provides a summary of recommendations to help improve the management and control of parking at waterfront parks:

1. Update Parks By-law to clarify parking restrictions
2. Review and update signage with clear conditions, timelines and restrictions of parking
3. Review and update parking permit terms and conditions
4. Review and add delineation of parking spaces and areas, subject to budget and funding
5. Review and install cycling infrastructure, subject to budget and funding
6. Review options and locations for gating or closing parking lots, subject to budget and funding
7. Review and implement options to reduce impact of overflow parking, including cost impacts
8. Review and implement options for overflow parking areas, including cost impacts
9. Implement time limit restrictions at waterfront parks
10. Implement a paid parking pilot program

11. Increase patrols and enforcement to promote compliance of parking regulations in and near waterfront parks
 12. Update the town's website to provide information on the parking programs at the waterfront parks
 13. Develop a communication plan to provide to provide information and education on the parking programs at the waterfront parks
-

Schedule 1 – Waterfront Parks Parking Areas

Bronte Beach Park

45 West River Street

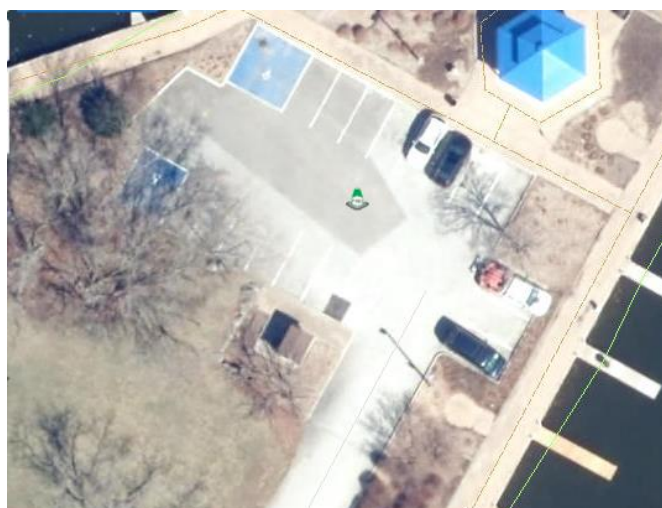
There are four parking areas in Bronte Beach Park:

1. Gravel lot near West River Street
2. Berta Point asphalt lot
3. Main asphalt parking lot
4. Bronte Harbour Yacht Club parking

Bronte Beach Park – Gravel lot near West River Street



Bronte Beach Park – Berta Point asphalt lot



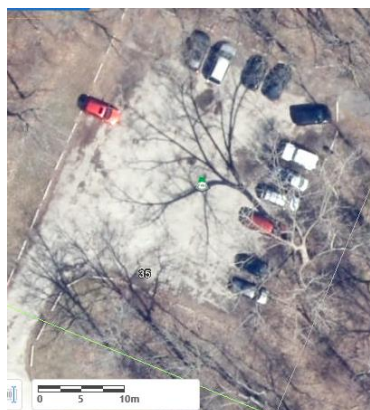
Bronte Beach Park – Main Parking Lot



Bronte Beach Park – Bronte Harbour Yacht Club parking

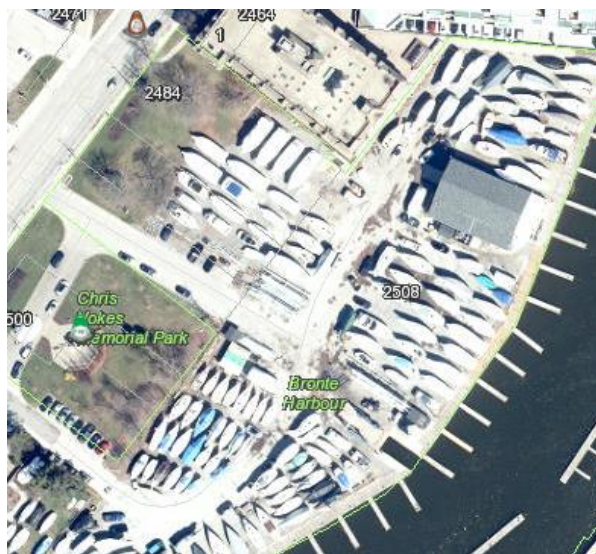


Bronte Bluffs/Sovereign House - Gravel lot



This lot is scheduled for capital improvements including paving, curbs and line parking in September 2021

Bronte Marina



Bronte Heritage Waterfront Park – parking lot in front of 2340 Ontario Street



Bronte Heritage Waterfront Park – parking lots along Ontario Street



Tannery Park
10-22 Walker Street

There are three parking areas for Tannery Park:

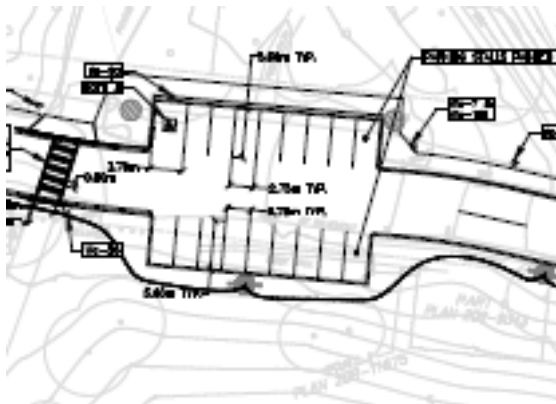
1. Walker Street parking lot
2. Walker Street on-street parking
3. Parking along docks

Tannery Park – Walker Street parking lot

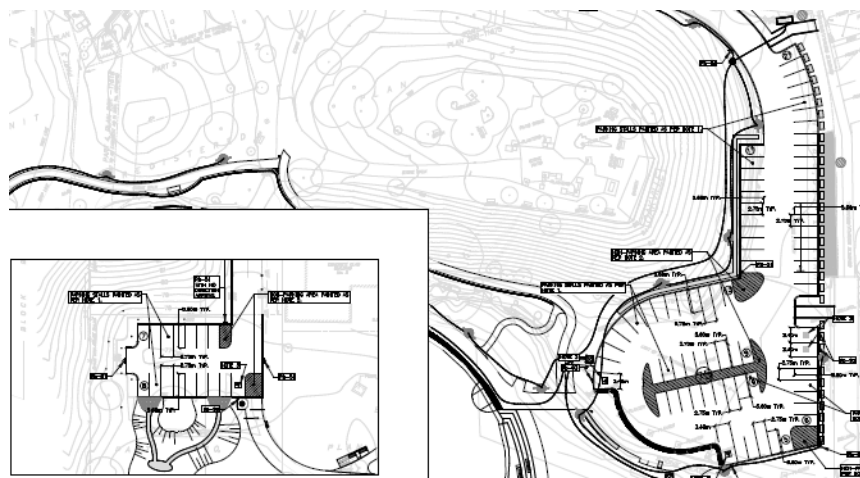


This lot is scheduled for capital improvements including paving, curbs and line parking in September 2021

Tannery Park – Walker Street on-street parking

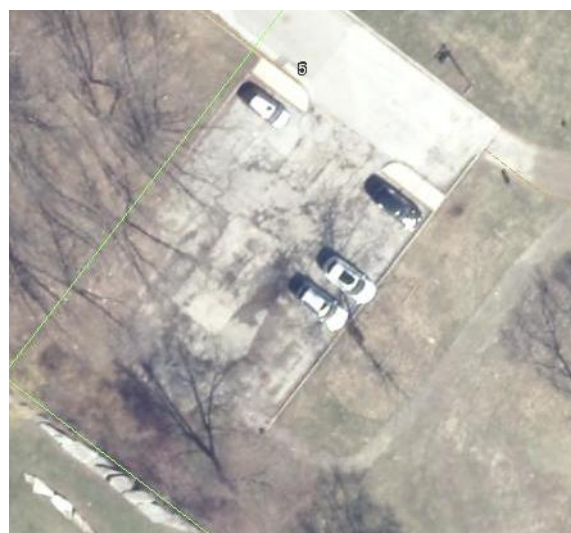


Tannery Park – parking along docks



Waterworks Park

5 Kerr Street



Shipyard Park
100 Francis Street



Oakville Harbour Parking under the bridge - west side



Busby Park - Parking under the bridge - east side
128 Water Street



Coronation Park
1426 Lakeshore Road West

There are two parking areas in Coronation Park:

1. North parking lot
2. Parking area along ring road

Coronation Park – North Parking lot



Coronation Park – Parking area along ring road



South Shell Park
3412 Lakeshore Road West



Gairloch Gardens
1288 Lakeshore Road East

There are three parking areas in Gairloch Gardens

1. Lakeshore Road East parking lot
2. Gairloch Studio parking lot
3. Gairloch Gallery parking lot

Gairloch Gardens – Lakeshore Road East parking lot



Gairloch Studio parking lot



Gairloch Gallery parking lot





THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2021-080

A by-law to amend By-law 2013-013,
Parks By-law, as amended

COUNCIL ENACTS AS FOLLOWS:

1. By-law 2013-013, as amended, is hereby further amended by:
 - a. deleting section 11(f) and substituting the following:

11(f) be present in any Park between 10:00 p.m. and 6:00 a.m. in the forenoon, except as a participant or spectator of any function approved by the Director. Upon the completion of such function every person shall promptly leave the Park;
 - b. deleting section 12(a)(vii) and substituting the following:

12(a)(vii) park any vehicle any time between 10 p.m. and 6 a.m. except with the written authorization of the Director;
 - c. adding section 12(a)(xii)

12(a)(xii) park any vehicle without displaying a valid license plate
 - d. adding section 12(a)(xiii)

12(a)(xiii) park any vehicle in a wrecked, dismantled, or inoperative condition
 - e. adding section 12(a)(xiv)

12(a)(xiv) park a commercial vehicle except with the written

authorization of the Director;

f. adding section 12(a)(xv)

12(a)(xv) park without launch ramp pass in areas signed for launch ramp parking;

g. adding section 12(a)(xvi)

12(a)(xvi) park without season pass in areas signed for season pass parking;

2. All other provisions of By-law No. 2013-013 remain in force and effect

PASSED this 21st day of June, 2021

MAYOR

CLERK



THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2021-082

A by-law to amend By-law 2015-071, Parking Administrative Penalties By-law, as amended

COUNCIL ENACTS AS FOLLOWS:

1. By-law 2015-071, as amended, is hereby further amended by:
 - a. Replacing table “BY-LAW 2013-013, AS AMENDED – PARKS BY-LAW” in Schedule “A” to the Parking Administrative Penalties By-law with the following:

BY-LAW 2013-013, AS AMENDED – PARKS BY-LAW		
Violation	Section	Penalty
PARK OTHER THAN ON A ROADWAY WITHIN A PARK	Section 12(a)(ii)	\$75.00
PARK OTHER THAN IN PARKING LOT WITHIN A PARK	Section 12(a)(ii)	\$75.00
PARK A BUS WITHIN A PARK WITHOUT AUTHORIZATION	Section 12(a)(iii)	\$50.00
PARK WHERE PROHIBITED WITHIN A PARK	Section 12(a)(iv)	\$50.00
PARK OBSTRUCTING TRAFFIC WITHIN A PARK	Section 12(a)(v)	\$50.00
PARK 10 PM TO 6 AM IN A TOWN PARK	Section 12(a)(vii)	\$50.00
PARK UNLICENSED MOTOR VEHICLE IN A TOWN PARK	Section 12(a)(xii)	\$50.00
PARK WRECKED, DISMANTLED OR INOPERABLE VEHICLE IN A TOWN PARK	Section 12(a)(xiii)	\$50.00
PARK A COMMERCIAL VEHICLE WITHIN A PARK WITHOUT AUTHORIZATION	Section 12(a)(xiv)	\$50.00
PARK WITHOUT LAUNCH RAMP PASS	Section 12(a)(xv)	\$50.00
PARK WITHOUT SEASON PASS	Section 12(a)(xvi)	\$50.00

2. All other provisions of the Parking Administrative Penalties By-law remain in full force and effect.

PASSED this 21st day of June, 2021

MAYOR

CLERK

Waterfront Parking Permit Programs

Municipality	Resident Permit program	Non-resident Fees	# of locations & estimate parking spaces	On street parking prohibitions in residential areas near waterfront
Ajax	<ul style="list-style-type: none"> • Register online • Proof of residency • Unlimited # of vehicles/household 	\$20 per visit	3 locations	<ul style="list-style-type: none"> • Yes • Permits for residents
Barrie	<ul style="list-style-type: none"> • 2 permits mailed to all Barrie addresses in 2017 • No expiry • \$20 for additional permits • New residents apply for permit with proof of residency 	\$10/hour \$50/day \$130/year	14 locations 798 parking spaces	<ul style="list-style-type: none"> • Yes • Permits for residents
Burlington	<ul style="list-style-type: none"> • 10 free 1 day parking passes for Halton resident • Permit obtained from onsite ambassadors • Online registration starting in July 	\$2.50/hour \$20/day	1 location 235 parking spaces	<ul style="list-style-type: none"> • No
Collingwood	<ul style="list-style-type: none"> • Register online • Proof of residency • 2 permits/household 	\$10/hour \$50/day	2 locations 350 parking spaces	<ul style="list-style-type: none"> • Yes • Permits for residents
Grand Bend	<ul style="list-style-type: none"> • No resident permits 	\$3-\$5/hour \$20-\$25/day \$150/season	4 locations	
Innisfil	<ul style="list-style-type: none"> • Online application • Permit pick up at library • 2 permits/household 	\$7-\$10/hour \$45-\$50/day	7 locations	<ul style="list-style-type: none"> • Yes
St. Catharines	<ul style="list-style-type: none"> • Register online • Proof of residency • 1 permit/household 	\$3/hour 3 hour limit	2 locations	<ul style="list-style-type: none"> • Yes
Sauble Beach	<ul style="list-style-type: none"> • \$50/vehicle resident permit • Proof of residency 	\$7/hour \$30/day \$200/season	6 locations	
Wasaga Beach	<ul style="list-style-type: none"> • \$28.25 • In person or by mail • 2 permits/household 	\$3-\$6/hour \$20-\$25/day \$54.95/season	10 locations	<ul style="list-style-type: none"> • Yes

Optional Council Recommendations

1. (A) That a paid parking pilot program for parking lots at Bronte Beach and Tannery park area as outlined in the June 7, 2021 report from the Municipal Enforcement Services department be implemented for a two year period; and

(B) That staff bring back amendments to the Parks By-law, Meter By-law, Parking Administrative Penalties By-law and Park Parking Rates and Fees to implement and enforce the paid parking program described in the June 7, 2021 report from the Municipal Enforcement Services department, to the July 5, 2021 Council Meeting; and

(C) That staff report to Council in the second quarter of 2023 on the waterfront park paid parking pilot program outcomes and next steps.
2. (A) That a resident parking permit program for parking at Bronte Beach and Tannery park area as outlined in the June 7, 2021 report from the Municipal Enforcement Services department, be implemented subject to available funding; and

(B) That staff bring back amendments to the Parks By-law and Parking Administrative Penalties By-law to implement and enforce a resident parking permit program described in the June 7, 2021 report from the Municipal Enforcement Services department to the July 5, 2021 Council Meeting.
3. (A) That staff report back on the total cost for the implementation of a parking reservations system for Bronte Beach and Tannery park areas.