



REPORT

Council

Meeting Date: May 25, 2021

FROM: Municipal Enforcement Services Department

DATE: May 11, 2021

SUBJECT: **Waterfront Parks Paid Parking, By-law 2021-080, By-law 2021-081 and By-law 2021-082**

LOCATION: Various

WARD: Ward 1 & 2

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RECOMMENDATION:

1. That improvements to parking lots at Bronte Beach and Tannery park area as outlined in the May 11, 2021 report from the Municipal Enforcement Services department be implemented; and
2. That a paid parking pilot program for parking lots at Bronte Beach and Tannery park area as outlined in the May 11, 2021 report from the Municipal Enforcement Services department be implemented for a two year period; and
3. That By-law 2021-080, a by-law to amend By-law 2013-013, Parks By-law, attached as Appendix B, to the May 11, 2021 report from the Municipal Enforcement Services department, be passed; and
4. That By-law 2021-081 a by-law to amend By-law 1965-10, a by-law providing for the use of parking meters, attached as Appendix C, to the May 11, 2021 report from the Municipal Enforcement Services department, be passed; and
5. That By-law 2021-082 a by-law to amend By-law 2015-071, the Parking Administrative Penalties By-law, attached as Appendix D, to the May 11, 2021 report from the Municipal Enforcement Services department, be passed; and
6. That the rates and fees for parking at Bronte Beach and Tannery park areas listed in Appendix E to the report from the Municipal Enforcement Services department, dated May 11, 2021 be approved, effective immediately, and such fees be included the 2021 Rates and Fees schedules; and

7. That staff report to Council in the second quarter of 2023 on the waterfront park paid parking pilot program outcomes and next steps.

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
- Improvements to the parks can help manage and control the parking lots
- Implementing paid parking at Bronte Beach and Tannery Park areas can assist in managing the parking in those areas and is recommended on a two year pilot program
- Updates to the Parks By-law, the Meter By-law and the Parking Administrative Penalties By-law provide requirements to implement paid parking and related enforcement at Bronte Beach and Tannery Park areas

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 Sovereign House parking lot) and Tannery Park. In these locations, there were various parking issues identified.

This report provides recommendations to assist with the parking management at Bronte Beach Park and Tannery Park areas.

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. 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 along with enforcement are being recommended to 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 parking review is provided as Appendix A to this report. The review looked at the following areas:

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
	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 adjacent to 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

From the review, staff identified opportunities to help 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
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

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 can help support the parking costs. The town currently manages commercial parking in downtown Oakville, Kerr Village and Bronte Village through paid parking programs. Introducing payment for parking at waterfront parks would be a new program for Oakville, however, it has been implemented in other communities.

Under the town's Zoning By-laws, commercial (paid) parking is currently not permitted in public parks. Planning are preparing an amendment to Zoning By-law 2014-014 to allow ancillary commercial parking areas within a park. This zoning by-law amendment is necessary before paid parking in the parks could be implemented. The amendment will be presented to council on May 10, 2021. Following council approval and the statutory appeal period, the town could implement paid parking starting in June 2021.

The implementation of a paid parking program, subject to the zoning by-law update, would help control and manage the parking at the waterfront parks. Along with zoning by-law amendment, 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.

Staff are recommending introducing paid parking for visitor to Bronte Beach and Tannery Park areas starting in June 2021, as a two year pilot program. Through the town's commercial parking programs, Enforcement Services are currently replacing multi-space meters in Downtown Oakville. Staff have determined that the equipment being replaced can be refurbished to current pay by plate standards. This will allow reuse of equipment to implement a paid parking program at the waterfront parks at a reduced cost. As well, the use of HONK mobile payment app can be extended to allow for taking parking payments at any park location. After the two year period staff will bring forward a report and recommendations on the outcome of the pilot program.

Parking Time Limits

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;*

As the time of dusk changes from day to day, it makes it less obvious as to when the park is closed. As the park opening is set at the fixed time of 6:00 a.m., it is recommended that the park closing time also be set a fixed time. 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 does not limit the how long a vehicle can be parked in a park. Implementing a time limit for parking will create turnover of the parking spaces so more visitors can access the waterfront parks. It is recommended that the parking at the waterfront parks be limited to a maximum of 3 hours. This will allow visitors of the parks time to enjoy the parks while providing opportunity for more visitors to

access the parks. Permit holders would be exempt from this time limit. Setting different time limits at the various parks was considered, however having one standard time limit keeps it simple and easy to communicate. As well, the recommended 3-hour time limit aligns with the on-street parking regulations in Oakville.

Overflow Parking

In 2020, there was an increase in visitors to the parks, and when parking lots became full, visitors looked to on-street parking to be able to attend the parks. With the implementation of paid parking at the waterfront parks, some vehicle operators will drive a distance to avoid paying for parking. When paid parking at the parks is implemented there may be an increase in vehicles looking to park on the street in areas near the park.

Options to manage and control parking from overflowing 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 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.

A staff report recommending the implementation of SPAs was approved by Council on April 26, 2021. SPAs will be implemented in the areas near Bronte Beach, Coronation and Tannery parks, from May 15 to September 15, 2021. The report also recommends providing courtesy permits for residents to accommodate temporary on-street parking within the SPAs. For the Tannery Park area, the streets will be signed as permit parking only, to support the resident permit parking.

Overflow Parking Lot

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. 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.

Bronte Beach Area Parking Improvements

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

Location/Park	Parking area	Users
Bronte Beach Park	gravel lot near West River Street	<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">• Bronte Harbour permit holders
Bronte Beach Park	main asphalt parking lot	<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">• Bronte Harbour Yacht Club members
Sovereign House	gravel lot	<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.

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

permits, parking lot improvements, as well as implementing paid parking. Specific improvements for parking at Bronte Beach include:

1. Amendments to the Parks By-law to define park closure time, parking time limits, parking payment requirement and unauthorized vehicles.
2. Updating signage to reflect parking rules, time limits and closure
3. Updating Bronte Harbour mooring holder's parking permit terms and conditions to clarify parking locations, restrictions and process for overnight/extended parking
4. Coordinating with Sovereign House members to provide permits and plan for lot closures to support their events
5. Delineating parking spaces and areas in the gravel lot at West River St, Bronte Harbour Yacht Club parking area and the Sovereign House parking lot to better define parking areas
6. Installing pay by plate multi-space parking meters to require payment for passenger vehicles (without permits) to park at:
 - a. Main parking lot at Bronte Beach
 - b. Gravel parking at Bronte Beach/West River Street
 - c. Sovereign House parking lot
7. Updating HONK mobile payment app to take payment for parking at Bronte Beach and Sovereign House parking lots
8. Installing cycling infrastructure such as bike racks to promote visiting the park via bicycle
9. Implement and sign overflow parking lot at Bronte Marina
10. Communicating the parking changes at Bronte Beach Park.

Tannery Park Area Parking Improvement

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

Location/Park	Parking area	Users
Tannery Park	Walker Street parking lot	<ul style="list-style-type: none">• Oakville Harbour permit holders• Park visitors
Tannery Park	parking along docks	<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">• Park visitors

Oakville Harbour mooring permit holders with assigned dock spaces in Tannery Park are provided parking permits during the boating season. 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. Specific improvements for parking at Tannery Park include:

1. Amendments to the Parks By-law to define park closure time, parking time limits, parking payment requirement and unauthorized vehicles.
2. Updating signage to reflect parking rules, time limits and closure
3. Updating Oakville Harbour mooring holder's parking permit terms and conditions to clarify parking locations, restrictions and process for overnight/extended parking
4. Delineating parking spaces and areas at the Walker St parking lot to better define parking areas
5. Installing pay by plate multi-space parking meters to require payment for passenger vehicles (without permits) to park at:
 - a. Walker St parking lot
 - b. Tannery Park
6. Updating the Meter By-law to require payment for parking on Walker Street adjacent to Tannery Park
7. Updating HONK mobile payment app to take payment for parking at the Walker St parking lot, Tannery Park and Walker Street on-street parking adjacent to Tannery Park.
8. Installing cycling infrastructure such as bike racks to promote visiting the park via bicycle
9. Communicating the parking changes at Tannery Park.

By-laws Amendments

To implement operational improvements and paid parking to control and manage the parking at waterfront parks, amendments to the Parks, Meter and Administrative Penalty (Parking) By-laws are required.

By-law 2013-013, the Parks By-law, as amended, regulates the use of parks within the town, including vehicle parking. By-law 2021-080, attached as Appendix B has been prepared to update the Parks By-law to include:

- A 10 p.m. park closing time

- Prohibition of vehicles parking in a park when it is closed
- Maximum 3 hours for visitor parking
- Requirement for payment for visitors parking
- Prohibit unlicensed and inoperable vehicles from parking

By-law 1965-10, the Parking Meter by-law, as amended, regulates the commercial on-street parking. By-law 2021-081, attached as Appendix C, has been prepared to provide for paid parking on Walker Street, adjacent to Tannery Park.

By-law 2021-082, attached as Appendix D, provides amendments to the Parking Administrative Penalties Bylaw 2015-071 to utilize Administrative Penalties for enforcing the new and updated parking violations under Parks By-law. The penalties have been set as a deterrent to the violations and to promote compliance.

Rates and Fees

The paid parking Bronte Beach and Tannery Park areas, identified in this report will be controlled with multi-space pay by license plate parking meters. As well, customers will be able to pay through the HONK mobile app. It is recommended that payment for parking will be required from 8 a.m. to 9 p.m., Monday to Sunday as a means to help manage and control the parking.

The recommended rate for paid parking at the waterfront parks is \$3 per hour for a maximum 3 hour duration. As paid parking at waterfront parks is relatively new for communities near Oakville, we looked to comparable parking rates including proposed waterfront parking rates in other municipalities. Although not fully implemented proposed comparable rates range between \$2.50 to \$3.00 per hour. As well, Conservation Halton charges an entry fee of \$6.50/adult for a 2 hour park visit (i.e. \$3.25/hour). The recommended \$3 per hour parking fee at Bronte Beach and Tannery Park areas would provide a comparable fee and not be cost prohibitive for visitors to the park.

Visitors to the parks 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 will also work with Sovereign House members to provide permits for their events.

Appendix E provides the parking rates and fees for the waterfront parks.

Enforcement

Due to the COVID restrictions and increased enforcement requirements in the town's parks, Municipal Enforcement Services are contracting additional staff to as Parks Ambassadors and Parks Patrol Officers from May until September 2021. These staff will educate and inform park visitors of the rules and regulations. The Parks Patrol Officers along with the town's Mobile Compliance Officers will enforce the park regulations including parking.

The recommended updates to the Parks By-law including paid parking and time restrictions will be enforced by the officers patrolling the waterfront parks.

Parks Policy and Procedures

As approved through Municipal Enforcement Strategy, staff will be undertaking a review to consolidate enforcement responsibilities between Municipal Enforcement Services and Parks and Open Space departments. The review will consider resources, by-laws and regulations to define policies and procedures for enforcing park regulations. This will include establishing:

- Enforcement standards for parks
- Resource requirements for patrolling and enforcing parks
- Standard regulations and controls

While this report recommends updates to the Parks By-law and implementing paid parking at Bronte Beach and Tannery Park areas, the enforcement consolidation review should determine conditions under which to implement any additional paid parking in parks.

CONSIDERATIONS:

(A) PUBLIC

The amendment to Zoning By-law 2014-014 to allow ancillary commercial parking areas within a park, has been advertised in accordance with *Planning Act*, requirements.

Recommended 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.

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

(B) FINANCIAL

Revenues generated through parking rates, fees, and penalties will support to 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.

The cost to implement the paid parking at Bronte Beach and Tannery Park areas is expected to be \$32,300, and will be funded from existing parking equipment programs. Annual operating costs of \$8,400 are anticipated to be funded from parking rates, fees and penalties collected from the waterfront parks paid parking program.

Other improvements to the park parking lots will be undertaken as budgets permit.

(C) IMPACT ON OTHER DEPARTMENTS & USERS

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

- Municipal Enforcement Services and Parks staff to review and implement park improvements
- Municipal Enforcement Services to undertake the equipment installation, maintenance, collections, patrols and enforcement to implement paid parking
- 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 the paid parking program.

(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 2021-081, a by-law to amend By-law 1965-10, a by-law providing for the use of parking meters

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

Appendix E – Rates and Fees

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