



**SUBJECT: Beachway and Lowville Park Update**

**TO: Environment, Infrastructure & Community Services Cttee.**

**FROM: Recreation Services Department**

Report Number: TS-04-21

Wards Affected: 1, 2 and 3

File Numbers: 745-03

Date to Committee: April 8, 2021

Date to Council: April 20, 2021

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**Recommendation:**

Direct the Director of Transportation to implement Option 1 for parking management at Beachway Park effective May 2021 as outlined in Transportation Services report TS-04-21; and

Direct the Director of Transportation to implement Option 1 for parking management at Lowville Park as outlined in Transportation Services report TS-04-21; and

Amend the Parking and Idling by-law 39-2016 to include a daily rate of \$20 and hourly rate of \$2.50 parking fee, including an increased penalty amount of \$50 at Beachway Park.

**PURPOSE:**

The purpose of this report is to present for Council's approval, recommended improvements to help alleviate the parking and traffic flow challenges currently being experienced at Beachway and Lowville Park. This initiative reflects the direction of the City's 2018-2022 Strategic Plan - From Vision to Focus (V2F) – To:

- Increase economic prosperity and community responsive city growth
- Support sustainable infrastructure and a resilient environment
- Build more citizen engagement, community health and culture

**Background and Discussion:**

At the Environment, Infrastructure and Community Services Committee on November 9, 2020 staff recommended through report RS-09-20:

- 1) Paid parking at Beachway Park
- 2) An extension of the 2020 pilot project at Lowville Park for 2021.

The original recommendations are identified below:

**Beachway Park: Option 1 – Recommended**

Details	Timing	Rates (if applicable)	Financial Details
Paid Parking (parking machines) and enforcement	From May 1-September 30	Premium rates of \$2.50/hourly up to a \$20.00 daily maximum	Requires a capital investment of \$95,000 for parking machines

**Lowville Park: Option 1 – Recommended**

Details	Timing	Rates (if applicable)	Financial Details
<ul style="list-style-type: none"> <li>- Summer 2021 pilot extension</li> <li>- Reservation system with parking ambassadors</li> <li>- Evaluate success of pilot extension and recommend long term measures for consideration through 2022 budget process</li> </ul>	Evenings 3pm to 8pm on weekdays and weekends 9am-8pm (May 1 to September 30)	N/A	Requires a one-time investment of approx. \$45,000 for parking ambassadors, \$25,000 for enforcement officers and \$5,000 for the reservation system for a total of \$75,000

Council directed staff to report back to the EICSC in Q1 of 2021 outlining options in regard to parking at Beachway and Lowville parks including but not limited to communication, beautification, infrastructure, and costing options.

### **Strategy/process**

Both Park locations are faced with a unique set of challenges such as limited parking and impeded traffic flow. The measures implemented for summer 2020 were quickly rolled-out as discussed in report RS-09-20 with limited time and resources. The overall parking and traffic management cost for 2020 was in the order of \$115,000. As such, long-term measures need to consider the appropriate level of staff required for onsite issues management together with additional resources required for parking enforcement.

Staff are committed to implementing some of the measures applied last summer at Beachway including but not limited to, one-way directional signage in the un-paved parking lots and an accessible drop off zone for patrons.

### **Options Considered**

Staff reviewed various options and associated costs to enhance the parking measures and customer experience at Beachway and Lowville Parks. The following options were considered:

- Paid Parking at Beachway Park:

In report RS-09-20, staff recommended paid parking at Beachway Park in large part because of the close proximity of the parking supply to the beach area. Collecting fees on weekends only from 9:00am – 9:00pm, would focus on the high demand times and is estimated to generate approximately \$170,000 in parking fee revenue from May 1<sup>st</sup> to September 30<sup>th</sup>. This application would have required a capital investment of \$95,000 for the installation of 10 parking machines.

After further review, staff investigated using HONK Mobile at Beachway Park for summer 2021. There would be no capital investment required as the City has a pre-existing contract with HONK. HONK is a contactless payment option for users. Users would utilize the camera function on their cellphone and scan a QR code located on an information sign that would complete an instant payment. There is no requirement to download the HONK app or installing parking machines. The upfront nominal cost for this application would be the purchase of HONK Mobile signage at \$25.00/month and an internal cost to manufacture the signage. For a total of approximately \$200.00.

Staff are recommending a 1-year pilot of HONK Mobile to determine if contactless payment is positively accepted by the public.

There are many benefits of paid parking that would assist with the parking and traffic circulation issues currently being experienced at Beachway Park. These benefits include 1) encourages turnover with a consistent ebb and flow of residents and visitors, 2) encourage patrons to park further afield thereby reducing traffic congestion at the primary parking lots and 3) help defer the costs associated with improved parking and traffic management. Staff are committed to marketing and educating the public of this new service offering using social media and news outlets to adequately inform residents and the public at large.

Staff considered implementing a parking time limit at Beachway Park. A time limit could be perceived as a benefit to encourage turn over for patrons, however this could also be perceived as a disadvantage to patrons who choose to spend an entire day at the beach and are restricted to a time limit. Staff are not recommending a time limit as there is some uncertainty of where patrons are coming from outside of Burlington/Region. Staff will canvas our customers in 2021 to better understand the demand and usage of Beachway Park.

- Beachway Parking Ambassadors:

Staff considered deploying Parking Ambassadors at Beachway Park to educate and assist patrons with respect to the new paid parking service change and re-direct customers to available parking in the area once capacity has been reached. The Parking Ambassador would also encourage park patrons to walk/bike to the venue thus reducing the pressure on the limited parking available. Staff believe that it is extremely important to deploy a Parking Ambassador at Beachway Park to assist with education, compliance and awareness to ensure patrons and visitors have a positive customer experience while visiting the Park. This option requires a one-time investment from a COVID account. Staff will evaluate the ongoing need of parking ambassadors and plan accordingly in the 2022 budget.

- Digital Message Boards:

Council directed staff to review Digital Message Boards that give staff the capability to update messaging in real time. Staff considered both pole and trailer mounted signs and recommend-trailer mounted signs due to the lower cost and their versatility (can be utilized for other traffic related issues city-wide). Trailer mounted signs would cost approximately \$19,500.00 per sign (2 required) and

would permit staff to update the messaging remotely. This option requires a one-time investment funded from COVID funding.

- Parking restrictions on pipeline and in other restricted areas to be more esthetically appealing:

Staff consulted with Roads, Parks and Forestry to explore pricing options for several scenarios to make the park experience more enjoyable and appealing for the customer. Below is summary of options and associated cost for purchase, install and staff time:

<b>Option</b>	<b>Onetime Cost</b>	<b>Ongoing Annual Cost</b>	<b>Total cost for 2021</b>
Flower Planters:			
Option 1:			
a. End to end Flower Planters	\$751,000	\$178,000	\$929,000
Option 2:			
b. End to end with blocks and flower planters	\$459,000	\$133,000	\$592,000
Armor Stone	\$192,000	\$13,500	\$205,500
Concrete Blocks:			
Option1:			
a. End to end no breaks Blocks	\$106,000	\$44,000	\$150,000
Option 2:			
b. End to end Blocks with chain	\$71,000	\$34,000	\$105,000
Wood Barricades & equipment (same application as summer 2020)	\$45,000	\$4,300	\$49,300

As shown in the chart above there are several options to consider at Beachway Park from the perspective of beautification and functionality. Staff do not recommend the installation of flower planters or armor stone due to the on-going

maintenance and the considerable upfront costs associated with these options. Staff do recommend utilizing concrete blocks (option 2) to detour and protect the pipeline, which carries a onetime investment of approx. \$71,000 for purchase and installation of the blocks. Although concrete blocks are not the most aesthetically pleasing application, they do provide a cost effective and functional application to detour illegal and unsafe parking behaviour. Staff consulted Trans Northern Pipelines Inc. (TNPI) and they are supportive of improving pipeline, public and environmental protection of the Burlington Beach area, provided that the block barricades do not impede the accessibility to the pipeline. Staff have submitted a request for this work to be reviewed by TNPI and the layout is subject to change based on their approval.

- Reservation System at Beachway Park (ParkPass):

Staff investigated the opportunity to use ParkPass at Beachway Park to allow patrons to reserve their parking space. Beachway Park is approx. a 2-kilometre stretch of waterfront with unique parking and traffic challenges. Implementing a ParkPass system will likely generate queuing of vehicles at various access points and potential spillover onto Lakeshore Road which would result in an increased safety risk for the public. Staff do not support this option.

- Weekend Transit Services:

Staff consulted Burlington Transit and it was confirmed that Route 10 from Burlington GO to the Downtown Terminal could be utilized as a connector to HSR route 11 which travels along the length of the beach strip. Patrons can also park in downtown Burlington and take HSS 11 to Beachway Park.

- Bike Share Program at Beachway Park:

The Transportation Planning group, who have been having ongoing conversations with potential bike share providers have informed that, unfortunately at this time, there is little interest from vendors to come to Burlington - additional shared mobility options will be further explored through the Integrated Mobility Plan. Staff are committed to advertising and promoting downtown parking availability and transit options to avoid congestion at the Beachway in summer 2021 and onwards.

- Region Overflow Parking:

Staff consulted with the Region to explore future opportunities for a shared land agreement for additional overflow parking. Staff will continue to explore parking options with Halton staff going forward.

- Installation of Gates at Lowville Park:

Staff have explored options to install gates at Lowville Park in 2021 and have consulted with Conservation Halton who has provided a high-level estimate to purchase and install gates from their inventory. CH has estimated the cost for the gates to be approximately \$55,000. Conservation Halton has successfully launched ParkPass with their gates for customers to easily access the park.

Additional funding to support Parking Ambassadors would be required to effectively manage this initiative. Staff would be on site to support with parking enforcement should visitors stay longer than their permitted time and assist with patrons parking reservations. There will be additional costs associated with improvements required to ensure cell and internet connections are effective, which are estimated to be approx. \$2,400.

This option requires a one-time investment funded from COVID funding.

Staff will evaluate the ongoing need of parking ambassadors and plan accordingly in the 2022 budget.

## **Recommendations**

Given the above considerations, staff is recommending Option 1 Paid Parking for Beachway Park (HONK pilot) and Option 1 Reservation System with gate installation for Lowville Park for Council's approval. Below is a summary:

**Beachway Park**

	<u>Option 1 – Recommended</u>	<u>Option 2</u>
Details	<ul style="list-style-type: none"> <li>- Paid Parking</li> <li>- (Honk Mobile pilot) with enforcement and 1 Parking Ambassador to assist with education and customer service</li> <li>- Block Barricades on Lakeshore Road/Pipeline</li> </ul>	<ul style="list-style-type: none"> <li>- Paid parking (parking machines), enforcement and Parking Ambassador</li> </ul>
Timing	<ul style="list-style-type: none"> <li>- Weekends only, 9am-9pm, From May 1- September 30</li> </ul>	<ul style="list-style-type: none"> <li>- Weekends only, 9am-9pm, May 1-September 30</li> </ul>
Rates (if applicable)	<ul style="list-style-type: none"> <li>- Premium rates of \$2.50/hourly up to a \$20.00 daily maximum</li> </ul>	<ul style="list-style-type: none"> <li>- Premium rates of \$2.50/hourly up to a \$20.00 daily maximum</li> </ul>
Financial Details	<ul style="list-style-type: none"> <li>- Annual operating costs of \$2,000 for HONK signage and advertising</li> <li>- Annual parking revenues of \$170,000</li> <li>- One-time investment of purchasing block barricades totally approx. \$71,000 plus \$34,000 for installation and removal, \$39,000 for digital message boards as well as \$45,000 for a Parking Ambassador</li> <li>- Net operating revenues of \$168,000 as per the approved 2021 budget</li> <li>- One-time investment of \$189,000</li> </ul>	<ul style="list-style-type: none"> <li>- Requires a capital investment of \$95,000 for the installation of 10 parking machines including the associated labour and materials for installation.</li> <li>- One-time investment of \$1,000 to advertise and market paid parking</li> <li>- One-time investment of purchasing block barricades total approx. \$71,000</li> <li>- Onetime investment of Parking Ambassador total approx. \$45,000</li> <li>- Annual operating investment of \$34,000 for a total investment of \$246,000</li> </ul>

Lowville Park:

	Option 1- Recommended
Details	<ul style="list-style-type: none"> <li>- Reservation system with Parking Ambassadors</li> <li>- Purchase of gates</li> </ul>
Timing	<ul style="list-style-type: none"> <li>- Evenings 3pm to 8pm on weekdays and weekends</li> <li>- 9am-8pm during summer season (May 1 to September 30)</li> </ul>
Rates (if applicable)	<ul style="list-style-type: none"> <li>- N/A</li> </ul>
Financial Details	<ul style="list-style-type: none"> <li>- Requires a one-time investment of approx. \$45,000 for a parking ambassador, \$2,400 for cell and internet connection and \$1,000 for advertising</li> <li>- \$55,000 to purchase and install parking gates for a total of approx. \$103,400</li> </ul>

**Financial Matters:**

**Total Financial Impact**

The recommended Option 1 at Beachway will require one-time funding of \$189,000 in 2021 for a parking ambassador, block barricades and digital message boards.

The recommended Option 1 at Lowville will require funding of \$103,400 in 2021 to cover gate installation, staff costs and IT connectivity for the reservation system.

The 2021 operating budget included the annual net revenues from Beachway in the amount of \$168,000.

Total financial impacts for the recommendations are summarized below:

	<b>Beachway</b>	<b>Lowville</b>
<b>One-time Costs</b>	Purchase & Install Concrete Blocks: \$105,000 Parking Ambassador: \$45,000 Digital Message Boards: \$39,000 Total: <b>\$189,000</b>	Gates and install: \$55,000 IT Connectivity support: \$2,400 Advertising: \$1,000 Parking Ambassador: \$45,000 Total: <b>\$103,400</b>
<b>Funding Source</b>	One-time items such as Concrete blocks, digital Message Boards and parking ambassador would be funded from COVID funding	One-time items will be funding from COVID funding.
<b>Annual Costs</b>	Signage and advertising: \$2,000	
<b>Annual Revenue</b>	\$170,000	N/A

**Source of Funding**

The one-time items for both Beachway Park and Lowville Park will be funded from COVID funding.

Staff recommend that Roads, Parks and Forestry include in the 2022 budget the cost to annually install and remove the block barricades to detour illegal and unsafe parking behaviour on the pipeline at Beachway, which is approx. \$34,000 per year.

**Climate Implications**

Paid parking will likely encourage park users to find alternate parking locations and use active modes of transportation which will contribute to improve air quality.

### **Engagement Matters:**

From May to September 7, 2020, staff had informally connected with park users to understand the challenges associated with parking and have received ample feedback that while the measures in place for summer 2020 were appreciated, they did not fully address the long-term issues.

Staff believe the recommendation of paid parking will go a long way to help resolve parking and traffic congestion that has been demonstrated at Beachway Park. Staff are committed to providing resident and visitors alike more information about the rationale for paid parking through the City's website, social media, new outlets and onsite staff to help educate and assist customers with the new service offering.

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### **Conclusion:**

Paid parking at Beachway Park would be consistent with what other beach communities have implemented in terms of parking management and control. Parking fees will encourage carpooling, walking and biking to this premium location. Extending the reservation system accompanied with Parking Ambassador support and installation of gates at Lowville for Summer 2021 will assist in addressing the on-going parking challenges that have been observed to date.

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Respectfully submitted,

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### **Appendices:**

- A. Amendment to By-law 39-2016

### **Report Approval:**

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer and the Executive Director of Legal Services & Corporation Council.