

To: Community and Operations Services Committee

From: Kevin Alexander, Commissioner,  
Community and Operations Services Department

Report Number: CO-25-06

Date of Report: February 5, 2025

Date of Meeting: February 10, 2025

Subject: Potential Management Improvements at Lakeview Park

Ward: Ward 5

File: 03-05

---

## **1.0 Purpose**

The purpose of this report is to provide recommended parameters and costs to introduce management strategies at Lakeview Park.

## **2.0 Recommendation**

That the Community and Operations Services Committee recommend to City Council:

That based on Report CO-25-06 dated February 5, 2025 concerning potential management improvements at Lakeview Park:

1. That the parameters as outlined in Section 4.5.1 of said Report for paid parking at Lakeview Park be approved by Council; and,
2. That staff be authorized to investigate the financial implications of installing occupancy sensor technology as outlined in Sections 4.5.3 of said Report and report back; and,
3. That the rental permit application timeline and process as outlined in Section 4.5.5 of said Report be approved by Council; and,
4. That Council approve up to \$80,000 plus applicable taxes for the purchase and installation of on-site payment terminals to be funded from the City Infrastructure Reserve; and,
5. That Council approve the surplus revenue generated from the introduction of paid parking at Lakeview Park be allocated to the City Parks and Recreation Infrastructure Reserve.

### **3.0 Input From Other Sources**

- Community and Environmental Services
- Finance Services
- Information Technology Services
- Jubilee Pavilion
- Legal Services
- Legislative Services
- Municipal Law Enforcement and Licensing Services
- Oshawa Museum
- Parks and Roads Operations Services

### **4.0 Analysis**

#### **4.1 Background**

Lakeview Park (“the Park”) is located at 55 Lakeview Park Avenue along the shores of Lake Ontario and is a 21-hectare tract of land.

The Park contains:

- a recreational trail
- a splash pad and playground
- a waterfront, beach and pier
- green space
- three (3) beach volleyball courts
- three (3) diamonds
- five (5) sports fields
- Jubilee Pavilion
- Oshawa Museum
- three (3) washroom facilities
- eight (8) parking lots with 806 regular spaces and 29 accessible spaces, including the paved parking lot at Ed Broadbent Park

#### **4.2 Use of Lakeview Park**

The use of the Park can be separated into three (3) categories: permitted park use; permitted sport use; and, casual, unpermitted use.

Permitted park use includes the use of designated spaces for organized gatherings of twenty (20) or more people, including but not limited to private rentals such as celebration of life’s milestones, family reunions, church/religious gatherings and corporate gatherings. Permitted park uses include public events, such as the Canada Day Celebration and Ribfest. A typical weekend at the Park during the months of July and August in 2024, consisted of an average of five (5) permits per day with a daily average of 350 people.

Permitted sport use includes the use of City sport facilities, including baseball diamonds, sports fields and beach volleyball courts, by community sport organizations. The sport facilities are used for seasonal play and tournaments. On weekends in 2024, the diamonds

and sports fields had minimal use on Saturdays, whereas two (2) of the three (3) diamonds were in use on Sundays from 9:00 a.m. to 11:00 p.m. and three (3) of the five (5) sports fields were in use by 6:00 p.m.

Casual, unpermitted use includes the use of amenities such as the playground, splash pad, waterfront including the supervised beach, recreation trails, or green space. It also includes organized gatherings of less than 20 people and attendees of the Oshawa Museum or the Jubilee Pavilion. The beach is the only area of the Park that is supervised, and attendance numbers are recorded. The average total weekend daily attendance number of beach users was 1,577 in 2024. However, a season high daily total of 3,550 beach users was recorded on Sunday, July 7, 2024.

Rental permits for park space and sport facilities are issued by the Facility Booking Office.

#### **4.3 MobileScapes by Environics Analytics**

Environics Analytics is a consumer insights and market intelligence platform that features privacy-compliant data analytical tools and mapping software for understanding consumers, prospects, and trade areas. The MobileScapes tool uses permission-based data from location-enabled apps to generate a de-identified mobile movement database for marketing and business applications. MobileScapes was leveraged to understand the residency of visitors.

Three (3) date periods in 2024 were selected to complete an analysis of the residency of the Park visitors. The dates selected were July 1, the weekend of July 6 and 7, and the weekend of August 3 and 4.

On July 1, 2024, a total of 3,864 visitors attended the Park with a cellular device that had enabled their location on permission-based apps. A total of 2,452 or 63.5% of these visitors were residents and 1,412 or 36.5% were non-residents. The top five (5) non-resident locations were Whitby (314), Clarington (259), Toronto (239), Pickering (181) and Ramara (104). A total of 770 or 54.5% of the total non-resident visitors were from Durham Region.

During the weekend of July 6 and 7, 2024 a total of 11,069 visitors attended the Park with a cellular device that had enabled their location on permission-based apps. 5,384 or 48.6% of these visitors were residents and 5,685 or 51.4% were non-residents. The top five (5) non-resident locations were Toronto (1,698), Whitby (1,107), Clarington (839), Pickering (514) and Ajax (438). A total of 2,991 or 52.6% of the total non-resident visitors were from Durham Region.

During the weekend of August 3 and 4, 2024 a total of 11,204 visitors attended the Park with a cellular device that had enabled their location on permission-based apps. 5,622 or 50.2% of these visitors were residents and 5,582 or 49.8% were non-residents. The top five (5) non-resident locations were Toronto (1,276), Whitby (811), Clarington (781), Ajax (461) and Markham (376). A total of 2,433 or 43.6% of the total non-resident visitors were from Durham Region.

#### **4.4 Challenges from Increased Use**

Use of the park has significantly increased over the past few years, which has led to several challenges.

##### **4.4.1 Parking**

The current parking facilities are unable to accommodate the increasing number of visitors. Due to this, vehicles are parking illegally and parking is not available for permitted park users, permitted sport users, staff, or people attending the Oshawa Museum or the Jubilee Pavilion.

The number of parking tickets issued at the Park in 2024 from May 1 to October 1 was 279. In comparison, there were 250 parking tickets issued in 2023, 290 in 2022, 97 in 2021, 30 in 2020 and 98 in 2019.

##### **4.4.2 Increase in the Number of By-law Infractions**

The number of by-law infractions has also increased. The common by-law infractions include illegal parking, the use of barbeques, smoking, dogs off leash in the park, dogs on the beach, busking with guitars and amplifiers, use of enclosed tents and open alcohol. By-law enforcement officers are stationed in the Park all day on Saturday and Sunday to respond to by-law infractions and complaints and to proactively educate visitors.

##### **4.4.3 Impact on Park Amenities**

The popularity of the Park has accelerated the wear and tear of the Park amenities. It is estimated that the playground ages seven (7) years for each year of use. Additionally, the three (3) washroom facilities are inadequate for the number of daily visitors at the Park. There are a total of 12 urinals, 22 toilets and 20 sinks in the Park. The washroom facilities are on a septic system which requires more frequent pump outs to avoid raw sewage from backing up into the washroom facilities. Also, the current waste storage facility has also been outgrown, and it is not uncommon for the large on-site waste storage bins, that store waste from throughout the Park, to be full on Saturdays after a single day of use.

#### **4.5 Lakeview Park Improvement Recommendations**

##### **4.5.1 Introduction of Paid Parking**

The introduction of paid parking may mitigate parking issues at the Park.

City staff recommend that paid parking shall be in effect:

- from May 15 to October 15 on weekends and public holidays
- with a hourly rate of \$1.25 per hour, for up to a maximum of ten (10) hours, with a daily maximum rate of \$12.50

Users will be able to pay for parking using coins or credit cards in on-site payment terminals or online via the HonkMobile app. Users of HonkMobile would receive alerts and reminders 15 minutes before the expiration of a paid parking session and be provided with

the opportunity to pay for additional meter time remotely, if within the time limit for the parking space. The app can be downloaded from Apple or Google Play.

A minimum of eight (8) on-site payment terminals are required. This would provide one (1) terminal in each of the seven (7) parking lots at the Park and one (1) terminal in the paved parking lot at Ed Broadbent Park. A payment terminal is approximately \$10,000 per unit including the installation of a concrete base.

It is estimated that the total revenue earned from paid parking would be approximately \$158,400 per year. This is based on 600 vehicles being parked for 8 hours per day from June 21 to September 7 on weekends and public holidays, excluding Canada Day, and on 100 vehicles being parked for 8 hours per day during May 17 to June 20 and September 8 to October 15.

The cost to receive cash or credit card payments at the on-site payment terminals or online via the HonkMobile app is approximately \$7,500 per year.

It is recommended that the total net operating revenue earned be placed in the City Park and Recreation Infrastructure Reserve and be used for Lakeview Park operational improvements and equipment replacement.

#### **4.5.2 Paid Parking Municipal Comparators**

In 2021, the Town of Ajax introduced a parking management plan in the Ajax Waterfront area to manage increased parking on weekends and public holidays. It includes paid parking for non-residents and designated parking areas including waterfront parking lots and signed streets. Ajax residents can park for free at designated parking areas by registering their license plates online. Residents must provide proof of address, and the permit is not valid until an email confirmation is received within 24 hours of registration. Visitors must pay online to park in designated parking areas. Parking is \$20 per visit, valid until 9 p.m. on the same day, or \$10 for three (3) hours. Print and display are not required for resident waterfront parking or paid visitor parking. The vehicle plate is registered electronically. The parking management plan is in effect from May 15 to September 15.

In 2022, the City of Pickering introduced visitor paid parking at its popular waterfront destinations. It is in effect from May 1 to October 1 from 9:00 a.m. until 10:00 p.m. The hourly rate is \$2.50 from 9:00 a.m. to 5:00 p.m. on Monday to Friday. It is \$5.00 per hour after 5:00 p.m. Monday to Friday and on weekends and statutory holidays. The parking rate is in effect at city waterfront parking lots and on-street parking areas, with a maximum parking time of six (6) hours. Seasonal and monthly parking permits are also available. Pickering residents can obtain a no charge seasonal permit that will be valid for two (2) years from date of issue. Residents can register online, through email or in-person at Pickering City Hall. Vehicle registration is required to verify the vehicle is registered to a Pickering address.

At this time, staff are not recommending paid parking for non-residents only as the City does not have the internal resources to support the administration of resident parking passes. Two additional staff members would be required to review resident parking pass applications to verify vehicle registration documentation and to email applicants with the

outcome of the application review. Staffing would be required seven (7) days a week in order to provide a response time of 24 hours. Additionally, the City would be required to purchase the GTechna Parking Permit module to electronically register vehicle plates and to integrate this information into the software currently used by By-law Enforcement Officers.

#### **4.5.3 Installation of Occupancy Sensor Technology**

Occupancy sensors deliver real-time data on available parking spaces and direct drivers to open spots with wayfinding systems. Small sensors that are installed in parking spaces send a wireless signal to a nearby receiver when a vehicle is parked. Using this data, real-time parking information is displayed on digital counter signs installed at parking lots and online. The signs show drivers the number of spaces available in each lot. Wayfinding signs can also be installed on roadways to guide vehicles to lots with empty spaces. Further investigation is required to review equipment options and to estimate pricing.

#### **4.5.4 Improvements to the Communication of Park Rules**

Currently there are two webpages on the City's website that provide information about Lakeview Park. One page is dedicated to Lakeview Park Beach and the other page shares information about group picnics at the Park. Staff will be revising the content on the group picnic webpage to include information for casual, unpermitted visitors who may be unfamiliar with the Park rules.

Staff will also be redesigning the wayfinding signs that are located close to the parking lots. The information on these signs will be increased to include general rules such as parking in designated parking areas, no smoking, dogs are required to be on leash, cooking equipment is not permitted, and alcohol is prohibited. The cost of the sign redesign was included in the 2025 operating budget for Recreation Services.

By-law Enforcement Officers will continue to be on-site on weekends to educate park visitors and to respond to by-law infractions and complaints.

#### **4.5.5 Revisions to the Permitting of Park Space**

The Facility Booking Office will begin accepting rental applications for permitted park use on March 1. Oshawa residents will be prioritized, and their applications will be processed in the order received. The processing of applications from non-residents will commence on June 1. These applications will also be processed in the order they are received.

Staff will also prioritize Oshawa residents by monitoring the number of permits issued to residents and non-residents. They will ensure a minimum of 75% of the permits issued are to applicants that are Oshawa residents.

Staff will also limit the number of permits issued for permitted park use to two (2) permits per day with a maximum of 100 people per permit. Exceptions will be considered for long-standing community events on a case-by-case basis.

Staff will engage with the community sport organizations and will investigate opportunities in other areas of the City for permitted sport use. However, staff do not anticipate significant changes from 2024 due to the unique characteristics of diamonds and sports fields at the Park and the convenience of having multiple sport facilities in one location.

The Facility Booking Office may require an additional resource to coordinate the permits for Lakeview Park. The specific need for this position will be assessed during the 2025 season and if the position is required a business case for an additional full-time position will be submitted for consideration in the proposed 2026 operating budget. Responsibilities will include but are not limited to the review of applications, confirming residency of the applicants, liaising with permit applicants and holders, managing bookings at the Park, proactive communication and collaboration with internal and external stakeholders, and to complete regular reporting on park management.

## **5.0 Financial Implications**

It is estimated that the total revenue earned from paid parking on weekends and public holidays from May 15 to October 15 could be \$160,000. The cost to receive cash and credit payments is estimated to be \$7,500 annually, including on-site terminal operating costs and payment fees, resulting in a total net operating revenue of \$152,500.

It is currently estimated that the cost to purchase and install one (1) on-site payment terminal in each of the eight (8) parking lots at Lakeview Park and at the paved parking lot at Ed Broadbent Park is approximately \$80,000 plus applicable taxes. This cost is expected to be fully recovered from the revenues generated from paid parking at Lakeview Park in 2025.

## **6.0 Relationship to the Oshawa Strategic Plan**

This report responds to the Oshawa Strategic Plan Priority Area “Care: Safe and Sustainable Environment” with the goal to provide and maintain recreational outdoor spaces, parks, and trails.



Jim Naumovski, Director,  
Recreation Services



Kevin Alexander, Commissioner,  
Community and Operations Services Department