

Town of Whitby

Staff Report

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Report Title: PDE 08-25 Garden Street Lay-by Parking

Report to: Committee of the Whole

Date of meeting: June 9, 2025

Report Number: PDE 08-25

Department(s) Responsible:

Planning and Development Department
(Engineering Services)

Submitted by:

Roger Saunders, Commissioner,
Planning and Development

**Acknowledged by M. Gaskell,
Chief Administrative Officer**

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1. Recommendation:

1. That Staff Report PDE 08-25 be received; and,
2. That Council provide direction to Staff regarding the installation of Garden Street Lay-by Parking.

2. Highlights:

- Previous staff reports (PDE 06-24 and PDE 01-25) contemplated the provision of public parking along Garden Street between Burns Street and Dundas Street.
- At the March 24th Council meeting, Council directed staff to proceed with lay-by parking on the west side of Garden Street between Burns Street and Dundas Street, considering opportunities to improve cost effectiveness.

- The project includes an Intersection Pedestrian Signal (IPS) and options for lay-by parking north and south of Colette Drive. Options which include 3 parking areas have been considered.

3. Background:

The traffic volumes along Garden Street have been increasing as the community population increases. In addition, the signalization of Dunlop Street, scheduled for fall 2025, is expected to further increase traffic volumes as well as change traffic patterns. Staff have identified the need to restrict on-street parking along Garden Street; however, as residents have previously been permitted to park on-street during off-peak periods, other opportunities for parking have been considered.

In 2024, staff developed functional plans showing a variety of options to provide additional parking in the vicinity of the homes along Garden Street and completed consultation with the Garden Street residents. Residents had the opportunity to express their preference between several parking options and chose lay-by parking along the west side of Garden Street as the preferred option.

At the March 24, 2025 Council meeting, staff were directed to review the proposed lay-by parking for a more economical approach in keeping within the \$600,000 currently in the 2026 budget for this project. There is \$100,000 budgeted for design and engineering.

4. Discussion:

Transportation staff worked with Infrastructure Engineering and Operations Parks staff to refine cost estimates and construction phasing for the Intersection Pedestrian Signal (IPS), and three lay-by parking areas along Garden Street, between Burns Street and Dundas Street.

4.1 Design Options

When additional parking was initially considered, the goal was to provide at least an equal number of parking spaces as there are homes along the Garden Street corridor between Burns Street and Dundas Street, or 16 parking spaces. At this time, the consideration of phasing the construction would result in less parking being considered initially. The various construction options will provide an opportunity to observe the parking demand, particularly as more recent developments have been providing reduced parking as active transportation and transit is encouraged.

There are four (4) options proposed, as outlined in Table 1. Refer to Attachment 1 for additional details.

Table 1 - Construction Options - Garden Street Lay-by Parking

Option Details	Intersection Pedestrian Signal (Note 1)	Parking Area North of Colette Drive (6 spaces)	Parking Area South of Colette Drive (7 spaces)	Most Northerly Parking Area (10 spaces)
Option 1	✓			
Option 2	✓	✓		
Option 3	✓	✓	✓	
Option 4	✓	✓	✓	✓

Note 1: An Intersection Pedestrian Signal (IPS) would provide a controlled pedestrian crossing of Garden Street. Visitors to the Garden Street homes could park on adjacent side streets. In Option 1, existing surplus neighbourhood parking is used, and no new parking is created.

It is notable that at full build-out (Option 4), the project would provide 23 parking spaces, which exceeds the original goal of 16 additional parking spaces.

4.2 Tree Impacts

The Town's Parks Operations staff reviewed the proposed design and identified costs associated with both the trees noted for removal, as well as those trees which are believed to be compromised enough to also be expected to be removed.

Replacement costs are approximate and consider the purchase price of a 50 mm caliper tree including delivery, installation, maintenance and warranty period.

Replacement costs are being calculated at a 1:1 replacement ratio and do not reflect the current value of trees proposed for removed. If site conditions do not allow for tree planting, it is recommended that in the design phase compensation lands be identified to maintain the 1:1 tree replacement ratio.

Table 2 - Tree Impacts by Option

Option	Parking Spaces	Number of Impacted Trees	Estimated Replacement Cost (\$700 Each)
1. IPS	0	0	\$0
2. IPS and parking north of Colette Drive	6	15	\$10,500
3. IPS and parking north and south of Colette Drive	13	24	\$16,800
4. IPS and full buildout of parking North and South of Colette Drive	23	55	\$38,500

Pricing for tree removal and tree replacement planting will vary based on the exact specifications of the work, and the companies that bid on the project, however, estimated costs have been included for the purposes of developing an overall project cost.

4.3 Design

Residents crossing Garden Street at the new IPS would be walking between 250m and 450m from the northernmost home on Garden Street to the nearest and farthest parking spaces respectively. By comparison, neighbourhood parking along Colette Drive and its side streets would have a similar walking distance for Garden Street visitors. However, it is noted that Colette Drive neighbourhood residents have expressed concerns regarding increased parking pressure on their street.

The design and implementation of traffic signals, including IPS installations, are generally completed by Durham Region staff, allowing the signals to be integrated into the Regional traffic control network. Whitby Staff will consult with the Region to determine their capacity for this project or consider a contractor design with Regional staff review and approval.

A period of approximately one year is required to complete detailed design, including IPS design and timing plans, the relocation of multi-use path, parking design, and retaining wall design, as necessary. Following design completion, any of the four options could be implemented in a single construction season. Constructing the lay-by parking in more than one phase provides an opportunity to evaluate the parking. Evaluation phases would allow staff to measure parking demand, safety performance, and operational impacts of the parking areas and Garden Street traffic impacts. These measures of performance may impact future implementation preferences.

4.4 Parking Option Costs

Engineering staff developed preliminary estimates using the most recent unit costs to determine what options could be considered within the available budget. The cost estimate (costs have been rounded), including tree replacement, is included in Table 3. Detailed design and construction will reveal more precise costs as such items as utility conflicts, grades, tree impacts, and retaining wall parameters are explored.

Table 3 - Implementation Cost Estimate

Option	New Parking Spaces	Incremental Cost	Total Cost
1. IPS	0	\$250,000	\$250,000
2. IPS and parking north of Colette Drive	6	\$147,700	\$397,700
3. IPS and parking north and south of Colette Drive	13	\$211,800	\$609,500
4. IPS and full buildout of parking North and South of Colette Drive	23	\$422,300	\$1,031,800

As part of refining the cost estimates for Report PDE 08-25, Transportation Services staff met with Parks Operations staff to better estimate impacts to trees along the Garden Street corridor due to the parking implementation. As the grading limits of the project and the retaining wall will impact most trees along the corridor, the replacement cost of all trees is included in the estimate. The cost estimate also includes typical contingencies to account for potential unknown impacts such as utility impacts.

It is possible to deliver Option 2 within the allotted budget of \$600,000, with Option 3 just exceeding the available budget. Both options include the provision of an IPS and the construction of six parking spaces north of Colette Drive, while Option 3 includes an additional seven (7) parking spaces to the south of Colette Drive.

With no clear direction on which option to proceed with, design for the Garden Street lay-by will be put on hold. Should Council wish to proceed with the project, a motion to amend the recommendations to this report would be in order. For example, should Council wish to complete design for Option 2, the amendment would be as follows:

“That Council direct staff to proceed Option 2 of the Garden Street Lay-by design, as outlined in Staff Report PDE 08-25, which includes an Intersection Pedestrian Signal at Colette Drive and the construction of six (6) parking spaces north of Colette Drive.”

5. Financial Considerations:

The 2025 Capital Budget, Account No. 35236002, includes \$100,000 for design and engineering fees related to this project, and \$600,000 for implementation is planned in 2026. This allows \$700,000 in total project costs.

However, the majority of growth-related capital projects planned for 2026 and 2027 will likely need to be deferred (i.e. shifted to a future year) due to the low uncommitted balance of the Town's development charges ("DC") reserve funds and projected low DC revenues until 2027. As noted in the May 26, 2025 [memo to Council accompanying Staff Report FS 26-25](#):

- the Town's projected uncommitted Development Charges Reserve Balance (in total) is relatively low at \$16.3 million (May, 2025) after approval of:
 - \$14 million for the construction of the new Fire Hall;
 - \$4.3 million to match grant funding for the Columbus Road Phase 1 project; and,
 - 11.3 million related to payments for Des Newman Boulevard and Rossland Road works
- Significant DC revenues are not projected until 2027 due to a discretionary industrial DC deferral program implemented by the Town and a proposed legislated residential DC deferral program proposed by the Province, on May 12, 2025, in Bill 17 the "Protect Ontario by Building Faster and Smarter Act, 2025"; and
- Accordingly, the majority of the \$83.3 million of growth-related/DC-funded projects in 2026 and 2027 that will need to be deferred

Based on the above and other priority growth-related projects, such as other phases of Columbus Road widening, mid-block arterial road, Heydenshore pavilion redevelopment, even if detailed design was completed in 2025, the construction phase of the project may be deferred beyond 2027 due to available DC funding.

Should Council wish to also proceed with construction of the Garden Street lay-by project following design, it is recommended that the budget for construction for the preferred option be approved now in order to secure (i.e. "commit") the funds and avoid deferring the project to a future year when DC revenues and DC reserves recover. Using the same Option 2 used in the sample wording, in the section above, an additional amendment to approve the funding for construction would be as follows:

"That a 2025 Capital Project be established for the construction of Garden Street Lay-by Parking (Option 2) project, in the amount of \$600,000, funded \$300,000 from the Development Charges Roads Reserve Fund and \$300,000 from the Growth Reserve Fund."

6. Communication and Public Engagement:

Garden Street homeowners were advised of Staff Report PDE 08-25. There has been no staff communication with property owners on the west side of Garden Street.

7. Input from Departments/Sources:

Parks Operations staff met with Transportation Services staff on site to discuss tree impacts, tree health, and opportunities to preserve trees along the corridor.

8. Strategic Priorities:

This report addresses Pillar 4 of Whitby's Strategic Plan – Whitby's Government – Accountable and responsive as it addresses residents' concerns over the costs of provision of parking and attempts to minimize impacts of the cost to construct these parking spaces.

9. Attachments:

Attachment 1: Garden Street Lay-by Parking Options