

Recommended Parking Requirements for New Development

Date: November 10, 2021

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning Division; Chief Financial Officer and Treasurer

Wards: All

SUMMARY

This report recommends the adoption of Zoning By-law Amendments to the city-wide Zoning By-law 569-2013 to modify the current standards for automobile and bicycle parking. These standards were adopted by Council in 2013 and based on a series of studies conducted between 2005 and 2007. The majority of the regulations for parking spaces, and bicycle parking spaces were approved without modifications as per a Local Planning Appeal Tribunal Order dated October 3, 2019. The Zoning By-law Amendments respond to the request made by Planning and Housing Committee for a review of the City's parking requirements in the Zoning By-law 569-2013. The recommended Zoning By-law Amendments (Attachment 1 and 2) reflect staff's analysis, feedback received through public consultations, discussions with relevant City Divisions and Agencies, and research across other major cities.

Updating the City's parking standards to better manage auto dependency and achieve a better balance between building too much or too little parking ultimately contributes to building more sustainable and healthy communities. The City is facing several major challenges including a climate emergency; decreasing housing affordability; and increasing demand for mobility. While not sufficient on its own to overcome these challenges, more strategic, thoughtful management of the parking supply will contribute to addressing all of these challenges.

In order to achieve Council's target for net zero greenhouse gas emissions by 2050, aggressive action must be taken to curb the emissions from the transportation sector. Minimum parking requirements lead to the overbuilding of parking and support the continued growth of those emissions. Introducing maximum parking permissions will slow that growth in automobile use and resultant emissions.

Housing affordability is a significant challenge in Toronto. The cost of constructing and maintaining parking is significant; minimum parking requirements limits households' ability to avoid those costs. Further, minimum parking requirements may result in

households in multi-unit residential buildings who do not own automobiles subsidizing the cost of parking for other residents of the building who do. This is inequitable, as higher-income households are more likely to own automobiles.

Easily available parking encourages people to drive more often. More people driving contributes to worsening traffic congestion, slowing transit operating in mixed traffic and making it more difficult to improve travel conditions for alternatives like transit, walking and cycling. To accommodate the growing demand for travel that will come with the City's growing population and employment base, the City will need to promote more space efficient modes of travel and discourage automobile travel.

Recognizing these challenges, this review of the parking standards in the city-wide Zoning By-law 569-2013 was guided by the principle that parking standards should allow only the maximum amount of automobile parking reasonably required for a given use and minimums should be avoided except where necessary to ensure equitable access. New developments will still have to provide adequate parking onsite, and not assume residents will be able to park on street.

The resulting recommended Amendments to the Zoning By-law will more aggressively implement Official Plan policies related to discouraging auto dependence and encouraging walking, cycling and transit over other modes of passenger travel, clarify expectations related to the provision of infrastructure to support lower parking rates and simplify the Zoning By-law. The Amendments also support the City's climate action strategy, TransformTO, and Provincial land use policies, namely the Provincial Policy Statement and the Growth Plan (2019) as amended. Among other things, the Amendments would:

- Create two new Parking Zones to administer the recommended parking rates;
- Group existing land uses into categories to simplify and reduce the number of parking rates;
- Eliminate most minimum parking standards;
- Introduce maximum parking standards where they do not already exist, for most uses;
- Eliminate the use of Parking Occupancy Rates;
- Maintain or increase accessible parking requirements;
- Introduce requirements for electric vehicle infrastructure and permissions for charging equipment within required parking space dimensions;
- Increase "short-term" bicycle parking rates for residential uses in Bicycle Zone 1 and introduce a payment-in-lieu of bicycle parking provision;
- Amend zone-specific regulations related to parking to accommodate the replacement of parking minimums with parking maximums; and
- Introduce other requirements to support low parking rates.

These changes will reduce the growth of the City's parking supply while allowing those who need parking to have access to it. The removal of minimum parking standards does not remove existing parking, nor prevent new parking from being built. Staff will continue to work across divisions and agencies to advance the City's policy objectives related to parking, including further revisions to the Zoning By-law and a review of the City's

current approach to residential on-street parking, front yard parking and boulevard parking.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning and Chief Financial Officer and Treasurer, recommend that:

1. City Council amend Zoning By-law 569-2013 substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 1 to this report, to update automobile parking standards.
2. City Council amend the Zoning By-law 569-2013 substantially in accordance with the draft Zoning By-law Amendment attached as Attachment 2 to this report, to update bicycle parking standards.
3. City Council authorize the City Solicitor to make such stylistic and technical changes to the Zoning By-law Amendment as may be required.
4. Before introducing the necessary Bills contemplated in Recommendation 2 above, to City Council for enactment, the elements necessary for the successful implementation of the Payment-in-Lieu of Bicycle Parking provision must be in place, to the satisfaction of the Chief Planner and Executive Director, City Planning and the City Solicitor, including the establishment of a reserve fund and the necessary updates to the City's business systems.
5. City Council delegate approval and signing authority to the Chief Planner and Executive Director, City Planning Division and his or her representatives for agreements related to payments-in-lieu of bicycle parking under Clause 230.5.10.11(7) of Zoning By-law 569-2013, as amended, in a form satisfactory to the City Solicitor.
6. City Council direct the Chief Planner and Executive Director, City Planning Division to use \$500 per "short-term" bicycle parking space reduced, adjusted for inflation, as the basis upon which payments under Clause 230.5.10.11(7) of Zoning By-law 569-2013, as amended, be calculated.
7. City Council direct the Chief Planner and Executive Director, City Planning Division or designate to report to the appropriate standing committee annually on the exercise of any delegated authority in Recommendation 5 above.
8. City Council approve the establishment of an obligatory reserve fund called the 'Payment-In-Lieu of Bicycle Parking Reserve Fund' in Appendix C, Schedule 17, Parking Authority Reserve Funds of the City of Toronto Municipal Code Chapter 227, Reserves and Reserve Funds, the purpose of which is to receive payments-in-lieu of bicycle parking contributions received pursuant to Section 40 of Planning Act with monies applied to the acquisition of new bike share stations and bike share bicycles with criteria as set out in Attachment 3.

9. City Council direct the Chief Planner and Executive Director, City Planning Division, in collaboration with the General Manager, Transportation Services Division, to include potential amendments *to the City of Toronto Municipal Code, Chapter 925, Permit Parking* in order to exclude residents of, visitors to or tradespersons at addresses associated with new Zoning By-law Amendment Applications in all directions reports or final reports, where the addresses have not already been excluded.

10. City Council direct the Chief Planner and Executive Director, City Planning Division to include the following as approval conditions for all Site Plan Control Applications:

- The Owner shall insert the advisory clause contained in Attachment 4 of this report into all purchases, agreements of purchase and sale or agreements to lease, and condominium declaration document(s) for each affected residential unit within the Development.
- The Owner must notify the Manager, Parking & Administration, Transportation Services Division that their property located at [replace with address of development] is to be excluded from permit parking area [replace with applicable parking area].

11. City Council direct the General Manager, Transportation Services Division to report periodically so that City Council can consider amendments to the City of Toronto Municipal Code, Chapter 925, Permit Parking, to exclude residents of, visitors to or tradespersons at properties about which they have been notified are to be removed.

12. City Council direct the Chief Planner and Executive Director, City Planning Division to revise the performance measures for electric vehicle requirements in the Toronto Green Standard Version 4 in accordance with the revised Zoning Bylaw.

13. City Council request the Chief Planner and Executive Director, City Planning Division to continue work on the Review of Parking Requirements in the Zoning By-law as part of the City-wide Parking Strategy. This work should include:

- Exploration of options to ensure access to Type A accessible spaces for users of accessible vans;
- Review of required minimum rates for accessible parking spaces;
- Review of the City's Guidelines for the Design and Management of Bicycle Parking Facilities;
- Review of the required minimum rates for bicycle parking in Zoning By-law 569-2013;
- Development of guidelines for travel demand management guide for the City to apply when considering development applications, when evaluating whether developments have met the Toronto Green Standard requirements related to single-occupant vehicle trip reductions, and in assessing the adequacy of mobility provisions in the City-initiated development;
- Establishment of a parking monitoring program; and
- Review of Chapter 220 - Loading Space Regulations of Zoning By-law 569-2013.

EQUITY STATEMENT

The recommendations of this report, including the recommended zoning by-law amendment, were reviewed for potential impacts on equity-deserving groups and vulnerable residents of Toronto. The intended outcomes of the recommendations will positively impact equity-seeking groups and vulnerable residents.

Lower income households in Toronto are less likely to own automobiles. Removing minimum parking requirements will allow households without automobiles to more easily avoid the direct and indirect costs of parking and improve housing affordability.

The recommended maximum parking standards will allow adequate parking to be constructed in areas of the city balanced with good alternatives to automobile travel.

Recommended changes to the accessible parking regulations are expected to result in more accessible parking being constructed.

FINANCIAL IMPACT

There are no immediate financial implications arising from the adoption of the recommendations in this report. If there are financial impacts in future budget years, it will be included in the subsequent budget submission for the affected Division/Agency.

City Planning Division estimates that the introduction of the Payment-in-Lieu of Bicycle Parking provision recommended in the report will generate approximately \$225 K per year based on average development activity over the previous five years and 50% of eligible "short-term" bicycle parking being offset. Subject to the approval of the recommendations in this report, these funds will be contributed to the newly established Payment-In-Lieu of Bicycle Parking Reserve Fund for the purposes of acquisition of new bike share stations and/or bicycles.

Transportation Services Division estimates that the removal of minimum automobile parking standards for non-residential uses will result in no more applications for Payment-in-Lieu of Parking and result in annual contributions of \$0. Payment-in-Lieu of Parking allows non-residential development to reduce the amount of automobile parking required. Between 2007 and 2017, this provision has resulted in contributions to the City of \$2.4 M averaging \$215 K per year. The contributions to the program have been trending downwards; total contributions between 2018 and 2021 were less than \$100 K, including potential contributions that are pending review.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

DECISION HISTORY

The City-wide Zoning By-law 569-2013 was enacted on May 9, 2013. Among other things, this by-law established new parking standards for newly erected or enlarged buildings (URL:

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2013.PG21.1>). The majority of the regulations for parking spaces, and bicycle parking spaces were approved without modifications as per a Local Planning Appeal Tribunal (LPAT) Order dated October 3, 2019.

In adopting the 2019 Rate Supported Budget for the Toronto Parking Authority on March 7, 2019, Council directed that the parking standards for new multi-unit residential and commercial developments be reviewed and consideration given to expansion of public bike sharing programs at net zero costs to the City (URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EX2.4>).

On October 2, 2019 Council declared a climate emergency and endorsed a target for net zero greenhouse gas emissions by 2050 (URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.MM10.3>).

On January 29, 2020, Council approved the Electric Vehicle Strategy. Action 2, Activity #1 supports mandating that all new parking spaces feature a complete electrical circuit terminating in an electrical outlet for the purpose of EV charging to make them EV ready (URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.IE11.17>).

At its meeting on September 22, 2020, Planning and Housing Committee requested the Chief Planner and Executive Director, City Planning to develop options for a review of the City's parking requirements for new developments in different contexts (URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.PH16.12>).

On January 19, 2021, Planning and Housing Committee requested the Chief Planner and Executive Director, City Planning to conduct a review of the parking requirements in the Zoning By-law 569-2013 (URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH20.4>).

On July 14, 2021, Council adopted the Toronto Green Standard Version 4 which, among other things, strengthened requirements for EV charging. In considering this item, Council requested the Chief Planner and Executive Director, City Planning to provide an update in 2022 on electric vehicle performance measures and the possibility of Toronto Hydro reducing barriers to the installation of electric vehicle charging stations (URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH25.17>).

POLICY CONSIDERATIONS

Provincial Land-Use Policies: Provincial Policy Statement and Provincial Plans

Provincial Policy Statements and geographically specific Provincial Plans, along with municipal Official Plans, provide a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as zoning by-laws, plans of subdivision and site plans.

Provincial Plans are intended to be read in their entirety and relevant policies are to be applied to each situation. The policies of the Plans represent minimum standards. City Council may go beyond these minimum standards to address matters of local importance, unless doing so would conflict with any policies of the Plans.

All decisions of City Council in respect of the exercise of any authority that affects a planning matter shall be consistent with the PPS and shall conform with Provincial Plans in accordance with Section 3 of the *Planning Act*. All comments, submissions or advice affecting a planning matter that are provided by City Council shall also be consistent with the PPS and conform with Provincial Plans.

Provincial Policy Statement, 2020

The Provincial Policy Statement, 2020 provides policy direction province-wide on land use planning and development to promote strong communities, a strong economy, and a clean and healthy environment. It includes policies which, among other things, encourage land use patterns that minimize the length and number of vehicle trips and support current and future use of transit and active transportation; call for efficient use of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible; and require planning authorities to establish development standards which minimize the cost of housing and facilitate compact form.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019) as amended (Growth Plan) continues to provide a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City of Toronto forms an integral part.

The Growth Plan contains policies related to reducing dependence on the automobile and calls on municipalities to develop and implement transportation demand management policies to promote and support active transportation and transit. Parking standards are specifically referenced in a policy which directs that development in major transit station areas be supported, where appropriate, by providing alternative development standards, such as reduced parking standards.

Toronto Official Plan

The Official Plan is the City's primary land use planning document. The Official Plan contains policies which guide where and how the City grows its housing, commercial and employment areas, ensures the stewardship of the City's green spaces, and directs expansion and improvement of the City's transportation network, among other directions.

The City's Official Plan vision is about creating an attractive and safe city that evokes pride, passion and a sense of belonging - a city where people of all ages and abilities can enjoy a good quality of life. The Plan emphasizes the importance of getting the basics right, including embracing sustainability and creating compact complete communities served by streets made for walking and by an attractive transit system.

This vision is supported by policies aimed at reducing auto-dependence and limiting the amount of land occupied by automobile parking. Among other things, these policies support the use of parking maximums in some areas, and limit parking located at grade and in above-grade parking structures. The transportation policies are deliberately integrated with the land use policies to emphasize the importance of considering both areas in order to achieve the overall vision of compact complete communities.

Official Plan Amendment 456, adopted by Council in February 2020 and approved by the Minister of Municipal Affairs and Housing in June 2021 strengthened the Official Plan's existing transportation policies and clarified the City's transportation goals and related climate goals. Among other things, the amendment introduced a policy which explicitly prioritizes walking, cycling and transit over other forms of passenger transportation, like automobiles.

Zoning Considerations

Zoning by-laws implement the Official Plan's policies by providing specific requirements for the use of land, buildings and structures, including construction and new development. Zoning by-laws are the primary method of regulating the provision of automobile and bicycle parking in newly erected or enlarged buildings. The city-wide Zoning By-law 569-2013 applies to approximately 95% of properties within the City of Toronto, with certain exceptions. As some lands are not subject to Zoning By-law 569-2013, other zoning by-laws from former municipalities remain in force and effect on some lands in the city.

The regulations related to automobile and bicycle parking are located in Chapters 200 and 230 in Zoning By-law 569-2013. In addition to parking rates for each land use, these chapters also include regulations related to the size and dimension of parking spaces, their location and requirements for drive aisles which provide access to parking. Each zone category within Zoning By-law 569-2013 also contains regulations regarding the use and location of parking spaces.

COMMENTS

Updating the City's parking standards to better manage auto dependency and achieve a better balance between building too much or too little parking ultimately contributes to building more sustainable and healthy communities. The City is facing several major challenges including a climate emergency; decreasing housing affordability; and increasing demand for mobility. While not sufficient on its own to overcome these challenges, more strategic, thoughtful management of the parking supply will contribute to addressing all of these challenges.

Council declared a climate emergency in 2019 and endorsed a target for net zero greenhouse gas emissions by 2050. Transportation is the source of over a third of the city's greenhouse gas emissions, 80 per cent of which come from personal cars. The City's strategy to address the environmental emergency, TransformTO, calls for a significant reduction in the use of automobiles, and electrification of the automobile use that remains. To achieve this target will require very significant and sustained effort. In support of this strategy, limiting the growth of parking and even removing existing

parking are justified, as are requirements for electric vehicle charging infrastructure in new developments.

Housing affordability is a significant challenge in Toronto. Some households may choose to manage their combined housing and transportation costs by living closer to their usual destinations and forgoing automobile ownership. Others may not be able to live close to all of their destinations but cannot afford the significant cost of automobile ownership. The proportion of households in Toronto without a car has been increasing over the last several decades (Table 1). Significant numbers of households across all income categories do not have a car (Table 2).

Table 1: Apartment Households in Toronto and Proportion without a Car (TTS, 1986-2016)

Year	Number of Apartment Households in Toronto Without a Car	Number of Apartment Households in Toronto With a Car	Proportion of Apartment Households in Toronto that are Without a Car
1986	120,198	236,924	34%
1991	136,324	259,332	34%
1996	169,269	257,723	40%
2001	178,316	293,880	38%
2006	183,663	250,993	42%
2011	170,783	278,073	38%
2016	281,120	423,177	40%

Table 2: Apartment Households in Toronto by Income and Proportion without a Car (TTS, 2016)

Household Income	Number of Apartment Households in Toronto Without a Car	Number of Apartment Households in Toronto With a Car	Proportion of Apartment Households in Toronto that are Without a Car
\$0 to \$14,999	45,842	19,928	70%
\$15,000 to \$39,999	77,340	71,395	52%
\$40,000 to \$59,999	44,186	71,822	38%

Household Income	Number of Apartment Households in Toronto Without a Car	Number of Apartment Households in Toronto With a Car	Proportion of Apartment Households in Toronto that are Without a Car
\$60,000 to \$99,999	49,640	106,385	32%
\$100,000 to \$124,999	12,515	39,079	24%
\$125,000 and above	11,696	54,382	18%
Decline / don't know	39,901	60,191	40%

The cost of auto ownership is influenced by the high cost of constructing structured, below grade parking in Toronto in that cars need to be parked when not in use. Official Plan policy limits at grade parking and above-grade parking structures with the effect that most new parking is located below grade. Under Zoning By-law 569-2013, the minimum dimensions of a parking space and its associated access aisles mean that each parking space consumes at least 22 square metres of space within a building. Put in context, entire one-bedroom apartments of 42-55 square metres are not uncommon in new developments, and even a family-oriented two-bedroom apartment would cover only 87 square metres if built in a manner anticipated by the City's Growing Up guidelines. Individuals can and are expected to select the appropriate size dwelling for their needs and similarly could be expected to select a dwelling with the appropriate amount of parking.

Travel around the city during peak hours is often much slower and less reliable than during off-peak times, regardless of the mode used, limiting the ability of people to access opportunities across the city. This mobility challenge is significant and is being intensified by growing interest in repurposing parts of streets to other useful purposes such as patios and freight loading zones. As Toronto and the surrounding region continue to grow, demand for travel will increase while opportunities to expand the existing network are limited. In order to reduce overall traffic congestion in Toronto and increase travel time reliability, changes in travel choices made by residents and visitors to the city need to evolve.

To ensure the transportation system continues to serve the City's needs, it must to be used more efficiently. The Official Plan calls for prioritizing sustainable and space efficient modes of transportation such as walking, cycling and transit over other passenger transportation modes. In the absence of aggressive action to encourage people to use non-automobile modes, travel by all modes is expected to get slower during peak travel times, the areas of the city experiencing significant congestion are expected to grow and the peak travel times are expected to extend over more of the

day. Parking supply management is generally considered one of the most effective ways of managing the demand for automobile trips.

Recognizing these challenges, this review of the parking standards in the city-wide Zoning By-law 569-2013 was guided by the principle that parking standards should allow only the maximum amount of automobile parking reasonably required for a given use and minimums should be avoided except where necessary to ensure equitable access. The previous review, which began in 2005, was guided by the principle that the zoning standards should require the minimum responsible amount of parking for a given land use. This is inconsistent with Official Plan policies which discourage auto dependence.

In contrast, a parking approach that follows the new guiding principle can achieve several objectives:

- A shift in focus from minimums to maximums will further support and encourage land-, time- and cost-efficient forms of development which do not include extensive automobile parking.
- Limiting the supply of automobile parking and increasing the supply of bicycle parking will encourage transportation alternatives to automobiles and support the City's policies related to reducing automobile dependence and greenhouse gas emissions.
- Maintaining automobile parking minimums in some areas or for some uses will ensure sufficient parking to meet equity needs.
- Removing automobile parking minimums or reducing the number of land uses for which parking rates are specified will simplify the zoning requirements and is expected to make application of those requirements more efficient.

The review was led by City Planning, in consultation with other City Divisions and Agencies involved in the regulation of parking, including Transportation Services and the Toronto Parking Authority. This work was coordinated with other ongoing initiatives related to the City's parking policies and regulations, including the work on Expanding Housing Options in Neighbourhoods, which includes reviewing parking requirements for various forms of "missing middle" housing to facilitate the creation of more housing in Toronto's low rise neighbourhoods. The various project teams will continue to collaborate as the work progresses.

The review produced a number of recommended changes to the regulations in Zoning By-law 569-2013, as well as changes to other City policies and regulations. These are discussed in more detail below and include:

- Policy Areas and Parking Zones
- Land Use Categories
- Auto Parking Rates
- Accessible Parking Rate
- Electric Vehicle Supply Equipment (EVSE)
- Bicycle Parking
- Payment-In-Lieu of Bicycle Parking

- Transition Requirements and
- Parking Supply Guidelines for City Developments

Existing Trends

Travel behaviours in the Greater Toronto Area are monitored using the Transportation Tomorrow Survey, which has collected a household characteristics and a single day travel diary for five per cent (5%) of households in the region every five years since 1986. Although these data show that automobiles remain an important component of the region's transportation system, their importance is declining. The data show a shrinking share of work and school trips completed using cars and an increasing number of apartment households which are car-free.

This is understandable given the high costs of car ownership. Using costs for underground parking in the Greater Toronto Area from AltusGroup's 2021 Canadian Construction Cost Guide and an estimate for the typical area required for a parking space, including all access ramps, the estimated cost of constructing a single parking space is \$48,000-160,000. Deep excavations, small sites, challenging soil conditions and high water tables all contribute to higher parking construction costs.

Reimagining the role of parking in cities is a growing trend globally. A number of major cities have pursued plans to reduce the amount of parking available. Many cities have reviewed their requirements for parking in new development and either significantly reduced or even eliminated their requirements, often accompanied by other measures to discourage automobile use. Examples include Edmonton, which removed its parking requirements in 2020, London (UK), which removed its requirements in 2004, and Buffalo, which removed its requirements in 2017. Academic studies of London and Buffalo show that removing parking minimums is effective, and parking is still provided at reasonable levels to respond to demand. Following London removing its parking minimums, the amount of parking provided in new development fell about 40 per cent to the approximate amount of parking provided in new developments in Toronto currently. Prior to Buffalo removing their parking minimums, 44 per cent of developments provided less parking than was required. Following the removal, that increased to 47 per cent. To be clear, the removal of minimum parking standards did not remove existing parking, nor prevent new parking from being built.

The City has already supported lower parking rates than those specified in zoning by-law requirements. Considering a sample of projects with at least one planning approval and known parking requirements active between 2013 and 2019:

- 46% (473 of 1033) were approved with parking rates below the minimum parking standards in Zoning By-law 569-2013
- Over 81% (326 of 398) of the mixed use projects (which may include both residential and non-residential uses) received a planning approval with less parking than the Zoning By-law 569-2013 minimums,
- 76% (190 of 250) of residential singles and townhouses projects received a planning approval with more parking than the minimums in Zoning By-law 569-2013.

The significant variation in the proportion of applications that propose parking reductions for different specific uses and building types suggests that the current minimums in the by-law do not accurately reflect the level of parking demand in the market for existing land uses and residential building types. Each development has unique circumstances which may be difficult to capture in standards. It suggests a market driven approach, capped with maximums, is more responsive to trends and aligned with public objectives.

Considering the experience of other municipalities with removing parking minimums and the current trend of parking reductions in development application approvals, removing parking minimums is not expected to have a significant impact on the amount of parking provided in new developments.

Consultation Summary

An extensive public consultation process was undertaken in support of this review. In the early stages of the project, a stakeholder group was established to gather feedback on initial findings. The invitation list for the group included all Business Improvement Areas and Ratepayer Associations known to the City's Public Consultation Unit as of February 2021 (approximately 240 organizations). It also included several groups representing the development industry and various other organizations interested in transportation issues. The stakeholder group met twice: March 11, 2021, attended by approximately 55 people and May 27, 2021, attended by over 70 people. Throughout the project, the project team also met with a number of organizations that requested a meeting.

Two rounds of public meetings were held, each consisting of three online public meetings. A summary of these meetings is included as Attachment 5. In addition to notifying all interested parties, advertising for these meetings was done on a city-wide basis using City Planning's social media accounts (Twitter, Facebook, Instagram) and on the project website.

The first round of public meetings, held in June 2021, received over 85 participants across the three meetings. The consultation round was supplemented by a feedback survey available through the project website in July 2021. The survey received nearly 900 complete responses.

The second round of public meetings, held in September 2021, received over 100 participants across the three meetings. This consultation was also supplemented by a feedback survey available through the project website in September and October 2021. The survey received over 200 complete responses.

There have been concerted efforts to examine the potential accessibility impacts of changing the City's parking requirements. The project team presented to the Toronto Accessibility Advisory Committee in September 2021 and also organized a meeting for organizations supporting people with disabilities. Feedback received from these meetings has informed the recommended accessible parking rates and recommended future work.

Generally, consultation participants were supportive of the proposed changes to parking requirements. There was general support expressed for reducing car parking requirements, imposing maximums, and increasing bicycle parking requirements. These actions were seen as consistent with City's environmental and mobility goals. There were also requests for the City to go further and eliminate car parking requirements city-wide. The proposal was also seen as positive because it would allow people to choose how much parking they would pay for and allow them to reduce the combined costs of transportation and housing.

Several questions and concerns were also raised which have been addressed with refinements to the proposed regulations and standards:

- Concerns about whether there is sufficient space for service vehicles and loading will be addressed by maintaining a low level of required parking for visitors and through continued work to review the loading space requirements in zoning by-law discussed further below.
- Concerns about managing street space and spillover of parking into neighbourhoods will be addressed through introducing further measures to limit residents of, visitors to or tradespersons at new development from parking on-street.
- Concerns about equity impacts were addressed by demonstrating the number of accessible parking spaces required under the proposed requirements is roughly unchanged from that required under the existing requirements and by setting parking maximums at levels which provide sufficient flexibility for the majority of development proposals across land uses and are anticipated to impact a small number of proposals.
- Uncertainty around the cost of providing electric vehicle infrastructure has been addressed by releasing the results of a study, supported by the City, of the costs of installing electric vehicle infrastructure.

As a result of consultation, a number of changes were made to the proposed zoning by-law amendments. These include:

- Adjusting the Parking Zone boundaries to include areas which will be served by frequent higher-order transit in the near future and to remove areas which have not consistently received frequent surface transit service over the previous five years.
- Extending the removal of most minimum parking standards to the entire city instead of just the areas well-served by transit.
- Increasing the amount of parking permitted by the maximum parking standards by retaining the existing maximums where they exist and by increasing the standards where they are being introduced.
- Adjusting the formula for calculating accessible parking requirements to reflect changes to the maximum parking standards.
- Introducing an exemption to allow electric vehicle infrastructure to be installed partially or completely within parking spaces, as opposed to adjacent to them.
- Planning further work that will include reviewing the City's Guidelines for the Design and Management of Bicycle Parking Facilities prior to reviewing the Zoning By-law's bicycle parking standards and reviewing the Zoning By-law's loading standards to consider the demand from passenger pick-up/drop-off and urban freight deliveries.

As with the initially proposed zoning by-law amendments, the recommended parking rates vary in the different Parking Zones, reflecting the availability of automobile-alternatives.

Recommended Changes to Zoning Regulations

As a result of the review, a number of changes to the zoning by-law parking standards are recommended. The zoning amendments recommended in this phase of work are limited to the city-wide Zoning By-law 569-2013. Although some lands are excluded from the city-wide zoning by-law and remain subject to the former municipal zoning by-laws, this only constitutes approximately 5% of properties in Toronto. Amendments to the former municipal zoning by-laws to introduce the parking regulations recommended in this report will be considered in future phases of this study, in particular for areas where the existing zoning has been amended to facilitate as-of-right development.

Overall, the changes will simplify zoning by-law requirements, clarify expectations for all stakeholders in the development review process and more pro-actively implement Official Plan policies related to discouraging auto dependence. The changes include:

- Creating two new Parking Zones to administer the recommended parking rates;
- Grouping existing land uses into categories to simplify and reduce the number of parking rates;
- Eliminating most minimum parking standards;
- Introducing maximum parking standards where they do not already exist, for most uses;
- Eliminating the use of Parking Occupancy Rates;
- Maintaining or increasing accessible parking requirements;
- Introducing requirements for electric vehicle infrastructure and permissions for charging equipment within required parking space dimensions;
- Increasing "short-term" bicycle parking rates for residential uses in Bicycle Zone 1 and introducing a payment-in-lieu of bicycle parking provision;
- Amending zone-specific regulations related to parking to accommodate the replacement of parking minimums with parking maximums; and
- Introducing other requirements to support low parking rates.

The details of the recommended zoning by-law are discussed further below.

Policy Areas and Parking Zones

Automobile parking rates in Zoning By-law 569-2013 are currently determined based on where developments are located in relation to the four Policy Areas defined in the by-law. These areas are based on the City's urban structure, as defined in the Official Plan, and are also used for other regulations in Zoning By-law 569-2013. They relate loosely to the availability of non-automobile travel modes and are generally much smaller than transit services' areas of influence, or the areas within which transit usage is higher and auto ownership lower.

To better reflect the areas of influence of transit and avoid impacts on other regulations in the zoning by-law which rely on the existing Policy Areas, staff are recommending to introduce a Parking Zones overlay map. The extent of the Parking Zones was informed by an analysis of the use of different travel modes and auto ownership rates at increasing distance from transit stations and stops with frequent service (defined as 10 minute or better service for most of the day). Based on Transportation Tomorrow Survey data from 2016, in Toronto, these measures change quickly about 400 metres from higher-order transit stations and about 100 metres away from stops with frequent surface transit. The boundaries were set conservatively to limit the areas which will be subject to lower maximum parking standards. Areas within existing Policy Areas were also included in the Parking Zones.

Parking Zone A is associated with areas that are within 400 metres of frequent higher-order transit (e.g. subway and Light Rapid Transit (LRT)) and generally also includes lands within Policy Areas 1, 2 and 3. Areas within 400 metres of future Eglinton Crosstown and Finch West LRT stations were also included in anticipation of these areas being served by frequent higher-order transit in the near future. Parking Zone B is associated with areas that are within 100 metres of frequent surface transit and generally also includes lands within Policy Area 4. Areas not captured within Parking Zone A or B will be referred to as Rest of the City.

The need to adjust the boundaries over time to reflect the introduction of new higher-order transit services or changes in travel patterns will be a focus of the monitoring program also recommended by this report. The boundaries will also be reviewed through City-initiated rezoning exercises associated with the adoption of Major Transit Station Areas.

Land Use Categories

The Zoning By-law currently organizes its parking rates into approximately 90 different land use categories. These can be found in Table 200.5.10.1 in Chapter 200 - Parking Space Regulations of Zoning By-law 569-2013. The large number of different land uses complicates the by-law; some categories are used very infrequently.

Staff are recommending to simplify the Parking Rate Table, by consolidating approximately 90 existing uses into approximately ten (10) categories. The land use categories were consolidated by combining uses with similar existing parking standards. The lower number of categories recommended will make the parking standards easier to interpret and apply. It will also make updates to the parking standards simpler and allow easier monitoring of parking demand.

Automobile Parking Rates

The City of Toronto currently sets minimum and maximum parking standards for new and expanded development in zoning by-laws. The current automobile parking standards in Zoning By-law 569-2013 do not advance the Official Plan's vision to create compact complete communities in that they require the construction of automobile parking which encourages the use of automobiles. This is counter to Official Plan policy which encourages the use of non-auto modes and reductions in auto-dependence.

When minimum parking requirements have an effect, they result in more parking being provided than can be sold at the cost of construction, resulting in unused parking spaces or parking spaces sold at less than cost. The full cost of constructing these parking spaces is often recouped by the property developer through passing on higher costs to all residents and users of the building.

Staff are recommending to eliminate parking minimums city-wide with the exception of maintaining minimum requirements for visitor parking and accessible parking. Individual preferences related to travel vary widely, as does the availability of automobile alternatives. Removing minimum parking standards will allow developers and individuals to construct and pay for only the parking they need, without having to apply for a zoning by-law amendment or minor variance. This will streamline the development process and remove uncertainty for applicants. Given the vast majority of site specific zoning applications have resulted in lower parking standards, the time and cost associated with reviews of parking proposals will be greatly reduced.

The recommended visitor parking rates are very low and intended to be the absolute minimum that staff would support. Within Parking Zone A, the rate is set to ensure there are parking spaces available for vehicles providing services to the building itself. No provision is made in this rate for visitors for residents of the building.

Along with eliminating most parking minimums, the concept of parking occupancy rates will be eliminated. Occupancy rates effectively adjusted the parking requirements for some uses by time of day in some areas of the city to reflect the typical pattern in the demand for parking. Lots with multiple uses could calculate their minimum parking requirement by time of day and, in some cases, lower their overall parking requirements. The parking minimums which are being retained are intended to be the absolute minimum which can be supported by staff. Further reductions based on time of day usage patterns are not desirable.

To provide additional clarity, the removal of minimum parking standards does not remove existing parking, nor prevent new parking from being built. This change is expected to slightly reduce the amount of new parking being built relative to what would be built with the minimum parking standards and to slightly increase the price of parking to more closely reflect the cost to build and maintain it. Since the changes have no effect on existing parking, the City's parking supply will continue to grow but less quickly than it would otherwise with the existing parking rates and the use of minimums. To further encourage developers to achieve Official Plan policies which require adequate or sufficient parking off-street or on-site, other measures are being explored to discourage users of new developments from relying on on-street parking.

Despite the removal of parking minimums for the majority of land uses, developers will be expected to meet other zoning requirements related to parking when parking spaces are proposed. In particular, the minimum required dimensions, location and access to parking spaces are not subject to this review, and will continue to apply. In circumstances where parking is being provided in new development but not required, the parking spaces must comply with the requirements in Chapter 200 - Parking Space Regulations and other relevant zoning regulations to ensure that they are functional and adequately support the mobility needs of the building.

In addition to removing most minimum parking standards, staff are recommending the implementation of maximum parking standards where they do not already exist for most uses. These are consistent with the City's policies to discourage auto dependence and prioritize walking, cycling and transit over other passenger transportation modes. Where maximum parking standards already exist, they would be maintained. Where they do not exist, they would be introduced and set at a level that is in line with comparable uses which have existing maximums. The recommended rates consider the availability of automobile-alternatives and ensure that parking can be provided where it is needed. They also provide sufficient flexibility for the majority of development proposals across land uses and are anticipated to impact a small number of proposals. The maximums will be adjusted over time to reflect the needs of different types of development while encouraging a shift to non-automobile modes.

For development proposals which exceed the maximum permitted parking rate, amendments will be considered on a site-specific basis. As with existing minimums, the City will evaluate applications for zoning by-law amendments to permit alternative site-specific rates as long as they are supported by parking studies which demonstrate that the excess parking would not have a negative impact on the surrounding area and support policies for reducing automobile dependence. Developments in these cases would be encouraged to provide additional travel demand management measures to offset the expected increase in driving supported by the larger parking supply.

No minimum or maximum parking standards are being recommended for housing types that are generally low-rise. These properties will continue to have zoning rights to provide private parking on site in a way that complies with zoning standards regulating the location of parking, the size and scale of buildings and structures. The effects of not introducing maximum parking standards for these uses will be monitored and proposed in the future if they are deemed to be necessary. This recommendation also applies to secondary suites and other "missing middle" housing types being explored through the Expanding Housing Options in Neighbourhoods work.

Accessible Parking

The City sets minimum standards for accessible parking in new and expanded development in the Zoning By-law. The need for accessible parking is expected to increase over time as the population ages. Currently, these standards are calculated as a proportion of the overall minimum required number of parking spaces. This approach is a simplification of the structure laid out in the Province's Integrated Accessibility Standards Regulation under the Accessibility for Ontarians with Disabilities Act. Zoning By-law 569-2013 does not differentiate between the Type A and Type B parking space sizes defined by the Provincial regulation, and instead simply requires as many of the larger Type A spaces as the Provincial Regulation requires of Type A and Type B combined.

Developments receiving site specific amendments to lower their overall parking requirement also reduce their requirement for accessible parking. Since a large proportion of recent developments sought and received such amendments, the City has not secured as much accessible parking as the requirements in Zoning By-law 569-

2013 suggest. If the City removes minimum standards for general parking as recommended, the requirement for accessible parking would also be removed. Since not all users of accessible parking are able to switch to automobile alternatives as easily as other automobile users, this would not be equitable.

Staff are recommending a new method for calculating the minimum required number of accessible parking spaces that maintains the total accessible parking required at the current level. The number of accessible parking spaces required would use the current structure but be based on the number of effective parking spaces as opposed to the required minimum number. The number of effective parking spaces is the greater of the number of parking spaces proposed, or the number of parking spaces required under the current zoning by-law. This approach is based on the approach Edmonton used to maintain accessible parking requirements when it removed other minimum parking requirements.

As with the current requirements, the recommended requirements would only apply to developments with at least 5 parking spaces related to dwelling units. Unlike the current requirements, they would apply to developments with between 1 and 4 parking spaces not associated with dwelling units. This change is recommended to align the City's requirements with the Province's requirements laid out in the Integrated Accessibility Standards Regulation under the Accessibility for Ontarians with Disabilities Act. Simplifying the land use categories for the calculation of the number of effective parking spaces in the same way as for the other recommended parking standards means that there will be minor differences in the resulting accessible parking requirement for developments of some uses, of some sizes, in some parts of the city.

Separating the requirements for accessible parking from other parking requirements in this way, and making the other recommended changes, is expected to result in an increase in the amount of accessible parking constructed relative to the current approach.

A concern raised during public consultation is that accessible permits do not distinguish between users who need parking for accessible vans and other accessible permit holders. Users who need parking for accessible vans are not able to use other accessible parking spaces while other accessible permit holders may prefer accessible van spaces as they are generally closer to building entrances, and are easier to enter and exit. Approaches to improve access for users of accessible vans will be explored as part of further work.

Electric Vehicle Supply Equipment

The City of Toronto is committed to reducing automobile emissions. In particular, the City's Climate Action Strategy, TransformTO, outlines that 100% of transportation shall use zero carbon energy by 2050. The City's Electric Vehicle (EV) Strategy identifies actions that need to be taken so the City achieves the TransformTO electrification goal. Official Plan Policy 2.4(10) also supports the installation of EV infrastructure in new developments. Recently, the Government of Canada announced that they will require 100% of car and passenger truck sales in Canada be zero-emissions by 2035. Although

the City prioritizes walking, cycling and transit over other passenger transportation modes, zero-emissions automobiles will remain important for some types of trips.

Buildings may exist for a significant period of time and the process of developing a new building is time consuming. Any buildings going through the development process now will likely still exist when all new vehicles must be zero-emissions. AES Engineering's Electric Vehicle Charging Infrastructure Costing Study (2021) prepared for the Clean Air Partnership and supported by the City, found the cost of retrofitting Electric Vehicle Supply Equipment (EVSE) in existing buildings to be substantially higher than the cost of including them in the initial construction, although it varies by building type. In the case of high-rise buildings, the study found the incremental cost of installing EVSE to be under \$2,000 per space, while the cost of retrofitting the infrastructure later is nearly \$6,000 per space.

The City of Toronto has included increasing EV charging requirements in the Toronto Green Standard versions since 2010. The Toronto Green Standard Version 4 adopted by City Council in July 2021 includes EV Ready requirements for 100% of low rise residential parking spaces and for 25% of mid-high rise residential and commercial spaces, and the provision of rough-in conduits to support future EV charging infrastructure. EV ready refers to provision of an energized outlet capable of supplying "level 2" charging. Electric vehicle supply equipment, otherwise known as EVSE or EV charging stations, may be installed by the developer, a condominium corporation or owner of the parking space using the energized outlet in place. Staff will be reporting in the first quarter of 2022 with further updates on the Toronto Green Standard EV performance measures and the possibility of reducing barriers to the installation of electric vehicle charging stations.

To give the existing requirement additional prominence, staff are recommending to introduce the EVSE requirements in the Zoning By-law. This will also have the effect of extending the requirements to all uses. The zoning by-law amendments include changes that require that all parking spaces for residents be EV Ready and that 25% of all other parking spaces in development must also be EV Ready. The rationale for two separate standards is informed by studies in parts of the world with more EVs which found that most charging occurs at home but top up charging at work places and commercial or retail outlets is also significant.

For a parking space to be EV Ready, it must be equipped with an adjacent energized outlet capable of providing Level 2 charging or higher. Put more simply, EV Ready means that the parking space is fitted with a 240V electric receptacle or equivalent junction box that is ready to receive EV charging equipment. As with the Toronto Green Standard, the residential requirement may be implemented using any of the following strategies: dedicated electrical outlet, receptacle or EVSE supplied by a separate branch circuit or using Electric Vehicle Energy Management Systems (EVEMS) load sharing technologies, which allow multiple vehicles to charge on the same circuit reducing both power requirements and installation costs.

The City of Toronto will also be working with the Province and Toronto Hydro to find ways to limit the burden on developers installing EVSE. The Government of Canada has proposed to support upfront costs like incentives for zero-emission vehicles and

investments in zero-emission charging infrastructure. The City is also looking at other ways to increase the availability of EVSE.

Currently, the zoning by-law does not allow any fixed objects within the minimum required dimensions of a parking space. To make it easier to install EVSE and limit the number of variance applications, the recommended zoning amendments introduce permissions for EV infrastructure to be located within defined areas of the parking space. To aid the interpretation of these regulations, diagrams showing some of the permitted areas are attached as Attachment 6. The permitted areas for the installation of the EVSE within the parking space are intended to minimize the impact of the EVSE on vehicles entering or exiting the parking spaces and on people entering or exiting vehicles. As under the existing zoning by-law, EV infrastructure will still be allowed outside the parking space, as long as it complies with other regulations in Zoning By-law 569-2013, including those related to obstructions.

Bicycle Parking Rates

Cycling is growing in popularity as a mode of transportation in Toronto. To support this continued growth, the City's Official Plan calls for further investment in the cycling network, for adequate bicycle parking to be provided at many types of developments, and for Travel Demand Management measures that increase the proportion of trips made by cycling to be used. Cycling use is currently most common in the downtown and nearby areas, generally captured within the area identified as Bicycle Zone 1 in Zoning By-law 569-2013. The demand for cycling downtown has grown rapidly in the last 15 years, more than doubling between 2006 and 2016 per the Transportation Tomorrow Survey. The growth is expected to continue as a result of the City's continued investment in cycling infrastructure.

To support the continued growth in cycling's popularity and to complement the removal of minimum vehicle parking requirements in the Zoning By-law, staff recommend to double the short-term residential bicycle parking requirements in Bicycle Zone 1 (bounded by the Humber River, Lawrence Avenue, Victoria Park Avenue and Lake Ontario), from 0.1/unit to 0.2/unit.

Staff will continue to study bicycle parking standards city-wide, and will propose updates to the City's Guidelines for the Design and Management of Bicycle Parking Facilities and the Zoning By-law bicycle parking standards in 2023.

Payment-In-Lieu of Bicycle Parking

The City of Toronto's Official Plan promotes sustainable and zero-emission transportation options to achieve the City's climate goals. Among other matters, it calls for the expansion of the public bike share system to facilitate the use of the bicycle for short trips and multi-modal trips. A Payment-In-Lieu of Bicycle Parking provision will allow residential development to partially offset its bicycle parking requirements by paying for the expansion of Toronto Bike Share, subject to consideration during the annual budget process and Council approval. Bike share is believed to be a close substitute for "short-term" bike parking. This provision will establish a clear mechanism

by which development can support the more rapid expansion of Toronto Bike Share, contributing to meeting the mobility needs of new residents.

Under the recommended provision, any new or expanded residential development located in Bicycle Zone 1, could receive relief for up to 50% of their "short-term" bicycle parking requirements. This relief would be given via a payment-in-lieu provision with the proceeds of the program going to a reserve fund which can be drawn upon by the Toronto Parking Authority to fund the expansion of the Bike Share system. A development taking full advantage of the 50% reduction would reduce their short-term bicycle parking requirement to the level that is currently required in the zoning by-law. With the adoption of this provision, requests for reductions in "short-term" bicycle parking for residential uses in Bicycle Zone 1 should no longer be considered minor variances.

The recommended contribution per "short-term" bicycle parking space reduced is \$500, indexed to inflation. This is comparable to the cost to the City of a single post and ring installation which is approximately \$435. A typical bike share station costs \$50,000. At the recommended contribution rate, 1,000 units would need to take advantage of the program to pay for a bike share station.

A new reserve fund will need to be established per the criteria sheet attached as Attachment 3, namely to receive payment-in-lieu of bicycle parking contributions received pursuant to Section 40 of Planning Act for the acquisition of new bike share stations and bike share bicycles. Staff do not recommend restricting where contributions can be spent geographically since the contributions for a single station will likely come from several developments. However, since the program will currently only apply to developments in Bicycle Zone 1, it is recommended that preference be given to spending the contributions in Bicycle Zone 1.

The program will be monitored and the fee adjusted to ensure a reasonable level of uptake. If the program is successful, new uses or areas of the City could be added to the program over time or the permitted use of the funds could be extended to other forms of bicycle infrastructure.

Requirements to Maintain Existing Supply

The transition from an automobile-dependent city to one that increasingly relies on walking, cycling and transit will be a slow process occurring over many years. Given this, one of the strategies being recommended to accommodate parking in the shorter-term is the maintenance of regulations in the Zoning By-law which require existing parking to be maintained when there is a change of use, and the introduction of amended regulations which permit existing parking to be maintained when it exceeds the permitted amount. This strategy is being utilized to ensure that a sudden parking short-fall is not inadvertently created, while still shifting travel from cars to preferred alternatives. For existing buildings which are subject to site-specific parking rates in the zoning by-law, the City will still consider applications to permit lower parking supplies but they must be supported by parking studies which demonstrate that the reduction would not have a negative impact on the surrounding area.

Parking Supply Guidelines for City Developments

When the City undertakes its own development, the Zoning By-law minimum parking standards are often used to inform the amount of parking that is provided. The removal of the minimum standards will also remove this source of guidance. Staff considered whether a separate guideline for parking in City developments was required but concluded it was not necessary. Since the City does not undertake considerable amounts of development it is more efficient to evaluate the parking needs of new facilities on a case-by-case basis through a planning application review process.

The City should strive to be a good example to other developers by following the guiding principles of this review when it establishes the parking supply in its own developments. When determining the minimum amount of parking reasonably required for a given use or the amount of parking adequate for ensuring equitable access, the following should be considered:

- The City owns and/or operates a wide range of facilities with different patterns of people arriving and leaving
- City services need to be accessible to all residents
- City facilities serve vulnerable users who may not be able to access automobile alternatives or feel safe doing so
- Many City facilities are staffed 24 hours a day and employee shifts may not start and end at times when transit is convenient to use
- Many low-income households own vehicles that they use to get to workplaces not well served by transit at their time of work
- Travel demand management measures, including additional support for automobile alternatives, decrease the demand for parking

CreateTO is developing a Housing Now-specific Travel Demand Management Framework to identify appropriate measures to support low parking provision at Housing Now sites. The Framework includes a monitoring program to assess how well various travel demand management measures perform in different contexts. This monitoring is believed to be a City first and will inform the parking provision in future City developments as well as the development of other travel demand management guidelines.

Securing Other Mobility Infrastructure

Business operators, property owners and developers have an incentive to ensure there are adequate mobility options. As parking supplies are reduced, the need for these alternatives will increase. The introduction of the payment-in-lieu of bicycle parking provision and the continuing review of the bicycle parking requirements will both support this shift. Staff also recommend the introduction of a requirement for a space intended for self-serve bicycle repair and maintenance in developments with more than five long-term bicycle parking spaces. The City's Guidelines for the Design and Management of Bicycle Parking Facilities suggests that such a space should include features such as a bike stand, basic tools and/or an air pump. These facilities would remove a barrier to cycling.

The recently adopted Toronto Green Standard Version 4 is based on commitments to reduce the number of single-occupant vehicle trips generated by new development through the use of a variety of multimodal infrastructure strategies and Transportation Demand Management (TDM) measures. The acceptable measures for achieving the reduction, and the degree of reduction provided by each, has not been well understood or consistently applied.

Staff will continue to develop Travel Demand Management Guidelines for the City to apply when considering development applications, particularly those proposing to exceed the recommended maximum parking standards; when evaluating whether developments have met the Toronto Green Standard requirements related to single-occupant vehicle trip reductions; and in assessing the adequacy of mobility provision in the City-initiated development. These will be advanced during 2022 and reported on in 2023.

Monitoring Program

One of the major challenges faced in this review was securing robust data. Although the City collects a lot of relevant data, it often is aggregated so that useful pieces of information are not included and different datasets are not brought together to gain new insights. Staff will refine the data monitoring to preserve more useful information in the aggregated data and routinely look for insights across related datasets to better assess the City's parking needs and impacts of various parking related policy changes. Monitoring the impacts of the new regulations will be important to ensure they have the intended effect. The analysis derived from the monitoring program will allow the regulations to be adjusted in more nuanced ways and may inform more proactive parking enforcement actions.

One of the focus areas of the monitoring program will be the accessible parking requirements. The recommended amendments to those requirements are intended to ensure the City is able to secure approximately the same amount of accessible parking in development as it currently does, despite the removal of requirements for non-accessible parking upon which the accessible parking requirements are currently based. The appropriateness of the current requirements was not assessed as part of this review. The monitoring program will collect data to support that assessment.

Through the monitoring program staff will also explore whether there are parking facilities which are currently underutilized. If a significant number of these are identified, staff will explore whether there are barriers to repurposing this parking or to making it more publicly available.

Other Parking Policies and Regulations

One of the streams of work was to consider the implications of changes to the Zoning By-law on other City policies and regulations. Since several divisions and agencies are responsible for different aspects of parking in Toronto, coordination is critical to achieving the desired policy outcomes. One aspect of this is the effect of removing minimum parking standards on demand for on-street parking.

A number of Official Plan policies direct different types of development to provide "adequate" or "sufficient" parking, including Policies 4.2(2)(d), 4.2(3)(f), 4.5(2)(i), 4.6(6)(f) and 4.8(5)(g). These policies complement Official Plan Policy 2.3.1(3)(f) which supports the City's continued growth while limiting the parking impacts on existing neighbourhoods to protect their residential amenity. A number of comments received during consultation indicate that the public feel the City does not do enough to ensure the parking demand associated with new development is accommodated on site.

Toronto Municipal Code Chapter 925 Permit Parking establishes a system to allow residents to purchase a permit for on-street parking. This system was originally developed as a means to accommodate residential parking for residents within older areas of the city, where the off-street parking supply was either not available or insufficient to accommodate prevailing car ownership trends. The vast majority of these permits are allocated to residents in low density detached and semi-detached dwellings. Higher density residential developments such as condominiums, are often specifically excluded from the permit parking program through an amendment to the municipal code which is initiated by the local area councillor.

Demand for on-street permit parking continues to grow in established lower density residential neighbourhoods and the space available for on-street parking continues to decline as new right-of-way uses, such as loading zones, bike infrastructure and enhanced boulevards, displace space which was formerly used for parking. In view of the above, the use of on-street permit parking to accommodate on-site deficiencies in parking supply for new developments should not be allowed.

The current process to exclude a specific development from being able to obtain an on-street permit parking space relies on a specific amendment to the municipal code and is usually initiated by the councillor shortly before or after the development has been fully built.

There are opportunities to improve the exclusion process by amending the municipal code earlier in the development process. Staff experience has been that buyers and leasers of condominium units are often not advised by the developer that on-street parking is not an available alternative to any potential parking deficiencies in their building. This causes frustration and confusion for residents who have already purchased or leased their units and attempt to acquire a permit. To mitigate this situation, staff will include a requirement in Notice of Approval Conditions and Site Plan Agreement for disclosure of this prohibitions to be inserted in all purchases, agreements of purchase and sale or agreements to lease, and condominium declaration document(s) for each affected residential unit within such developments. The recommended text for the advisory clause is included in Attachment 4.

Staff will continue to work across divisions and agencies to advance the City's policy objectives related to parking. The City's current approach to residential on-street parking, front yard parking and boulevard parking is being reviewed as part of a City-Wide Parking Strategy, which is a coordinated effort including inputs from Transportation Services, Toronto Parking Authority, CreateTO, Economic Development and Culture, and City Planning.

Following the completion of these recommended pieces of work, consideration should be given to updating the City's Guidelines for the Preparation of Transportation Impact Studies. These have not been updated in some time and may be impacted or be able to be improved based on the conclusions of these studies.

Ongoing Work

The Parking Review will continue with its focus shifting to bicycle parking, loading requirements and Travel Demand Management. Further recommendations will be presented to Council in 2023.

The City's Guidelines for the Design and Management of Bicycle Parking Facilities were adopted in 2008. Since then, the popularity of e-bikes and cargo bikes have grown significantly, neither of which were imagined by the guidelines. In addition, several comments were received during the public consultation that the security standard established by the guidelines is not sufficient to encourage most people to bicycle. Following the development of these guidelines, the review of the Zoning By-law's bicycle parking standards will be resumed. It is expected that the minimum bicycle parking standards will be increased and the requirement for bicycle parking extended to more types of development to further encourage cycling for everyday use.

The Zoning By-law's loading standards predate the growth in Private Transportation Companies and e-commerce. The growth of both of these, particularly during the COVID-19 Pandemic, has resulted in a greater need for convenient short-term loading spaces for pick-up/drop-off of passengers and last-mile freight delivery. Current loading and service areas are typically not located in prominent locations which are easy to access. As a result, a significant amount of short-term loading activity occurs at the curb, where stopping is oftentimes not permitted. To mitigate the impact of these activities on traffic and neighbourhoods, the Zoning By-law's loading standards will be reviewed to reflect these new sources of demand and to consider introducing requirements related to the location of loading areas. The need for this review was also identified in the Freight and Goods Movement Strategy adopted by Council in October, 2020 (URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.IE16.1>).

The Provincial Policy Statement, Growth Plan (2019) as amended and the Official Plan call for the implementation of Travel (or Transportation) Demand Management (TDM) measures to reduce auto dependence and rush-hour congestion. TDM applied to individual developments is most effective when a variety of measures are used and it is accompanied by network scale interventions to further encourage reductions in auto dependence and shifts to non-automobile travel, such as investments in transit or cycling infrastructure. The City, together with the Provincial and Federal governments, is making such investments at an unprecedented scale. Ongoing projects will increase the size of the rapid transit network by 50 per cent and add 15 to 25 kilometres of cycling facilities to the network each year.

TDM measures have commonly been required by the City to offset the effects of reduced parking requirements. Parking reductions are considered by some to be an effective TDM measure, since lack of parking is a deterrent to car ownership and use. Going forward, TDM measures will continue to be required in development to offset

requests for parking provision beyond the Zoning By-law maximum parking standards and to meet the Toronto Green Standard requirement for a reduction in single occupancy auto vehicle trips. To support the use of appropriate TDM measures for these purposes, Staff are developing Travel Demand Management Guidelines which identify the relative effectiveness of various TDM measures in different contexts.

CONTACT

James Perttula, Director, Transit and Transportation Planning, City Planning Division, Tel. No: (416) 392-4744, E-mail: James.Perttula@toronto.ca.

Kyle Knoeck, Acting Director, Zoning and Secretary-Treasurer Committee of Adjustment, City Planning Division, Tel. No: (416) 392-0871, E-mail: Kyle.Knoeck@toronto.ca.

Michael Hain, Program Manager, Transit and Transportation Planning, City Planning Division, Tel. No: (416) 392-8698, E-mail: Michael.Hain@toronto.ca.

Tony Catalano, Senior Financial Planning Analyst, Corporate Financial Planning & Management, Financial Planning Division, Tel. No: (416) 338-8367, E-mail: Tony.Catalano@toronto.ca.

SIGNATURE

Gregg Lintern, MCIP, RPP
Chief Planner and Executive Director
City Planning Division

Heather Taylor
Chief Financial Officer and Treasurer

ATTACHMENTS

Attachment 1: Draft Zoning By-law Amendment
Attachment 2: Draft Zoning By-law Amendment pertaining to Payment-in-Lieu of Bicycle Parking
Attachment 3: Criteria Sheet for Reserve Fund - Payment-In-Lieu of Bicycle Parking Reserve Fund

- Attachment 4: Notice of Ineligibility for Residential Parking Permits
- Attachment 5: Consultation Summary Report
- Attachment 6: Diagrams of Permitted Installation Locations for EV Infrastructure

Attachment 1: Draft Zoning By-law Amendment

See separate attachment

Attachment 2: Draft Zoning By-law Amendment pertaining to Payment-in-Lieu of Bicycle Parking

See separate attachment

Attachment 3: Criteria Sheet for Reserve Fund - Payment-In-Lieu of Bicycle Parking Reserve Fund

Location within the Consolidated Reserves/ Reserve Funds Schedule:

Schedule 17 – Parking Authority Reserve Funds

Statement of Purpose:

To receive payments-in-lieu of bicycle parking contributions received pursuant to Section 40 of Planning Act with monies applied to the acquisition of new bike share stations and bike share bicycles.

Service Area or Beneficiary Program:

Toronto Parking Authority

Initial Contribution:

N/A

Contribution Policy:

Payment-in-lieu of required bicycle parking facilities, received under Section 40 of the Planning Act from various land owners.

Withdrawal Policy:

Funds will be withdrawn either as part of the normal capital budget process or through a specific report to Council authorizing the purpose and amount of the withdrawal.

Review Cycle:

To be closed when advised by City Planning Division or by recommendation approved by City Council.

Attachment 4: Notice of Ineligibility for Residential Parking Permits

Purchasers acknowledge and agree that purchasers or residents of the Development will not be eligible for on street-parking permits under the City of Toronto Municipal Code. Purchasers agree that, despite the status or availability of on-street parking permits for residents in the development area as of the date of this document, the availability of on-street parking permits in the development area for the purchasers or residents of the Development may, at the discretion of City of Toronto Council, be modified, amended or removed at any time in accordance with the City of Toronto Act, 2006, as amended from time to time and its successors, and the City of Toronto Municipal Code.

Attachment 5: Consultation Summary Report

See separate attachment

Attachment 6: Diagrams of Permitted Installation Locations for EV Infrastructure

See separate attachment