Changes to the On-Street Paid Parking Rates and Hours of Operation

Date: September 11, 2017
To: Government Management Committee
From: Acting President, Toronto Parking Authority
Wards: All

SUMMARY

The purpose of this report is to obtain City Council authority to amend hourly rates and hours of operation (that is, the period of time when payment is required for parking) to a number of on-street paid parking spaces in the City of Toronto. The Toronto Parking Authority (TPA) comprehensively reviewed the on-street paid parking program, specifically the existing hourly parking rates, parking utilization, and the hours of operation. Based on the changes made in the last rate review in 2015 and the performance of the on-street program since, this review specifically focuses on the hourly on-street rate structure charged throughout the City with minor geographic boundary changes for hourly rate areas, and minor revisions to the hours of operation in which parking fees are charged. These changes are based on the parking usage and area changes experienced in the on-street program in 2016 compared to prior years.

This report also responds to Council’s requests for information on:
- Areas where on-street parking rates have not increased significantly despite robust local economic growth; and
- On-street parking rate structure in comparison to other jurisdictions
RECOMMENDATIONS

The Acting President, Toronto Parking Authority recommends that:

1. City Council authorize the amendments to the hourly rates and hours of operation, as described in Attachment 1 to this report: List of Proposed By-Law Amendments - To Be Enacted.

2. City Council amend City of Toronto Municipal Code, Chapter 910, Parking Machines and Meters, by replacing the current Schedule I, Parking Machines with a revised Schedule I, Parking Machines that incorporates the amendments in Recommendation 1 above.

3. City Council amend Subsection 179-7D of the City of Toronto Municipal Code, Chapter 179, Parking Authority, to adjust the Parking Authority’s delegated authority to fix rates for on-street parking metres or parking machines from the existing upper limit of $4.00 (inclusive of HST) per hour to $5.00 (inclusive of HST) per hour, consistent with the hourly rate previously approved by Council in City of Toronto Municipal Code, Chapter 441, Fees and Charges.

4. City Council direct staff to delay the implementation of proposed parking changes to the hourly rate and hours of operation for College Street, from Brock Street to Shaw Street, until January 1, 2019.

FINANCIAL IMPACT

The recommendations set out in this report, if fully implemented, are projected to generate an increase in annual revenue of up to $6,000,000 from the on-street paid parking program. However, due to the reduction in paid parking spaces and changing hours of operation arising from other City initiatives beyond the control of the TPA, the total increase in gross revenue will likely be somewhat less than this amount. One-time cost to implement these changes, including various programming, software, firmware and signage adjustments is estimated to be in the order of $315,000, and available in the TPA’s approved 2017 Operating Budget.
DECISION HISTORY

The last comprehensive on-street paid parking review in the City of Toronto was undertaken in 2015. Toronto City Council, at its meeting of September 30, 2015, approved Item GM 6.24 Changes to the On-Street Parking Machine Rates and Hours of Operation:

City Council at its meeting of December 9, 2015, considered Item EX10.25: 2016 Rate Supported Budgets - Toronto Parking Authority, and approved the 2016 recommended maximum market based user fee change for on-street parking rates from $3.54 to $4.43 ($5.00 inclusive of HST), and amended Toronto Municipal Code, Chapter 441, Fees and Charges. This approved change, however, was not made in Toronto Municipal Code, Chapter 179, Parking Authority.

On December 13 and 14, 2016, Toronto City Council in considering Item EX20.24: 2017 Rate Supported Budgets - Toronto Parking Authority, adopted among other things the following:

9. City Council direct the General Manager, Economic Development and Culture in consultation with the President, Toronto Parking Authority, to report to the Budget Committee in first quarter of 2017, on those areas where on-street parking rates have not increased significantly despite robust local economic growth.

10. City Council request the President, Toronto Parking Authority to report to the Budget Committee with a comprehensive review of the on-street and off-street parking rate structure in comparison to other jurisdictions and private parking lots.

On April 24, 2017, the Board of Directors of the Toronto Parking Authority approved the report, Proposed Changes to the On-Street Paid Parking Program 2017 and directed the President of the TPA to seek approval for the changes from Toronto City Council.

COMMENTS

In considering the establishment of on-street paid parking, and its inherent hourly rate structure and hours of operation, it is important to keep in mind the underlying goals for utilization of this key resource. On-street parking spaces are typically the most convenient in serving local businesses and subject to high demand. This supply is meant to serve a short-stay need (considered less than 3 hours in duration), thus relying on higher turnover. It is not meant to accommodate longer stay commuter-type travel.
Accordingly, the hourly rates and hours of operation are key tools in fairly allocating this scarce resource, by encouraging turnover of the on-street parking supply, so it is available to as many patrons as possible.

OBJECTIVES

The proposed 2017 changes to the on-street paid parking program aim to continue the successful performance of the program by adjusting the system in the following ways:

- Simplify the hourly on-street rate structure that currently exists by moving from 6 hourly rates to 5 hourly rates, specifically by:
  - Increasing $1.50 hourly rate spaces to $2.00, and eliminating the $1.50 hourly rate; and,
  - Adjusting $2.25 hourly rate spaces to either the $2.00 or $3.00 hourly rate (depending on usage characteristics); and eliminating the $2.25 hourly rate.
- Consolidate contiguous hourly rate areas throughout the City of Toronto.
- Update the hourly rate structure to align it with other comparable cities based on the analysis outlined below.
- Adjust the hourly rate for inflation, as needed.
- Adjust the hours of operation such that the hours in which payment for parking is required are fair and consistent for all similar business areas across the City of Toronto, and
- Effectively respond to parking usage and turnover demands.

CURRENT ON-STREET PAID PARKING CONDITIONS

For this review, the set of changes proposed herein are intended to address the hourly on-street rate structure charged throughout the City of Toronto with minor geographic boundary changes for hourly rate areas (as described below), and minor revisions to the hours of operation during which parking is charged. The hourly on-street rate structure was last changed in 2012.

The proposed on-street changes to the hourly rates and hours of operation reflect the results of this analysis.

In order to determine the appropriate on-street paid parking rates and hours of operation, a number of detailed factors are analysed:

- Usage and revenue performance of each hourly rate zone, and specifically, per parking space for 2016;
- Benchmarking hourly rates of other Cities in Canada and the United States
- Timing of previous on-street parking hourly rate changes and hour of operations;
- Other influencing local conditions that impact driver activity:
  - Consumer price index and inflation,
  - Local transit fees and GO transit
Parking Rates of Other Cities

The overall parking program operated by the Toronto Parking Authority, includes both the on-street paid parking and off-street parking facilities (also known as Green P lots). It is important to structure the parking rates for the on-street parking and off-street parking in the City of Toronto so that:

- On-Street paid parking is subject to duration of stay limits of typically 3 hours or less and is priced to be consistent with nearby TPA off-street parking facilities.
- Off-Street Parking Facilities (Green P) rates:
  - Provide low cost short term parking, especially in the neighbourhood commercial areas;
  - Discourage longer duration parking, such as all-day commuters, especially in the downtown and commercial areas well served by transit;
  - Are lower compared to other publicly provided privately-owned parking operators for short parking durations (less than 3 hours).

The following table (Table 1) reviews the on-street parking rate structures in a sample of cities in Canada and the United States, indicating the low and high rates in effect at on-street meters.

Table 1: On-street Parking Rates for Cities in Canada and the United States

<table>
<thead>
<tr>
<th>City</th>
<th>Low Rate (per hour)</th>
<th>High Rate (per hour)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Canada ($CAD)</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Vancouver</td>
<td>$1.00</td>
<td>$6.00</td>
</tr>
<tr>
<td>Calgary</td>
<td>$0.25</td>
<td>$5.00</td>
</tr>
<tr>
<td>Ottawa</td>
<td>$1.50</td>
<td>$3.00</td>
</tr>
<tr>
<td>Montreal</td>
<td>$1.50</td>
<td>$3.00</td>
</tr>
<tr>
<td><strong>United States ($USD)</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New York City</td>
<td>$1.00</td>
<td>$5.00*</td>
</tr>
<tr>
<td>Boston</td>
<td>$1.25</td>
<td>$4.00</td>
</tr>
<tr>
<td>Los Angeles</td>
<td>$0.50</td>
<td>$6.00</td>
</tr>
<tr>
<td>Chicago</td>
<td>$2.00</td>
<td>$6.50</td>
</tr>
</tbody>
</table>

*$5.00 at peak time (6pm to 10pm, Park Smart); $3.50 at other times.
**Includes the Performance Parking Pilot

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3 P. Zeitoun (Parking Systems Engineer, City of Ottawa), personal communication (e-mail), March 2, 2017.
Applying the previously approved highest hourly rate of $5.00, and maintaining the lowest hourly rate of $1.00, will keep Toronto comparable to other major cities across North America; as five of the cities outlined above have a maximum hourly rates of $5 or higher, and the six of the cities have a minimum hourly rate of $1.00 or less.

Assessing Parking Rates in Areas of Robust Local Economic Growth

Further to City Council's December 2016 direction with respect to Item EX20.24, TPA staff met with staff of the City’s Economic Development and Culture Division to develop an appropriate assessment methodology and data framework for the purpose of identifying and responding to the question of areas where on-street parking rates have not increased significantly, despite local economic growth. It was determined that the most appropriate method for identifying areas with robust local economic growth was to examine the changes of the assessed values of non-residential properties between 2012 and 2016.

The Current Value Assessment (CVA) is defined as value a property would realize if sold at arm’s length by a willing seller to a willing buyer. To calculate a property’s assessed value, the Municipal Property Assessment Corporation (MPAC) analyzes market information from similar types of property in the vicinity. This takes into consideration, among other factors, the location of a property, the size and quality of any buildings, and features which might enhance or reduce a property’s value.

The rate of change of the CVA was observed for non-residential properties for 2012 compared to 2016. This captures the CVA for mostly business, commercial, industrial and shopping areas across the City of Toronto, and was used as an indicator for areas of robust local economic growth. The average rate of change (from 2012 to 2016) for non-residential properties in a business area of the City of Toronto was calculated at 41%. All business areas above the average rate of change, comprising 38 areas in all, were subject to detailed review. This assessment identified anomalies in 5 business areas where current hours of operation for paid parking were not consistent with current economic activity levels. As such, the proposed hours of operation outlined below encompass the results of the analysis.

Analysis of the Influencing Factors used in the Assessment of the Proposed On-Street Paid Parking Changes

Details outlining the analysis of the other factors staff consider in the assessment of the proposed on-street paid parking changes (including parking usage, consumer price index and inflation consideration, comparison to local transit fees and GO transit), are provided in Attachment 2: Analysis of the Influencing Factors used in the Assessment of the Proposed On-Street Paid Parking Changes

PROPOSED PARKING CHANGES & JUSTIFICATIONS FOR 2017

Changes to the On-Street Parking Machine Rates and Hours of Operation
HOURLY RATE CHANGES

The hourly rate changes being proposed is summarized in the following tables (Table 2 and Table 3):

Table 2: Proposed Hourly Rate Changes by Number of Impacted Parking Spaces

<table>
<thead>
<tr>
<th>Current Rate</th>
<th>Existing Space Count*</th>
<th>From</th>
<th>To</th>
<th>Impacted Spaces</th>
</tr>
</thead>
<tbody>
<tr>
<td>$4.00</td>
<td>928</td>
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<tr>
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<tr>
<td>$1.00</td>
<td>1503</td>
<td>$1.00</td>
<td>$1.00</td>
<td>1503</td>
</tr>
</tbody>
</table>

Table 3: Proposed Hourly Rate Structure and Number of Parking Spaces

<table>
<thead>
<tr>
<th>Proposed Hourly Rate</th>
<th>Proposed Space Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>$5.00</td>
<td>928</td>
</tr>
<tr>
<td>$4.00</td>
<td>2828</td>
</tr>
<tr>
<td>$3.00</td>
<td>6933</td>
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<tr>
<td>$2.00</td>
<td>6538</td>
</tr>
<tr>
<td>$1.00</td>
<td>1503</td>
</tr>
</tbody>
</table>

*as of February 2017

Please note, there are a few $0.25 and $0.10 spaces that exist for special purposes.

The rationale for the proposed hourly rate changes are as follows:

- **Proposed $5.00 Hourly Rate Area**

  From $4.00/hour to $5.00/hour: The proposed $5.00 hourly rate area, comprises the existing $4.00 hourly rate area, and is representative of the Central Business District. The proposed hourly rate change from $4.00 to $5.00 is largely due to the increasing high parking demands for the on-street parking supply, which is becoming less available due to a loss in on-street paid parking spaces in favour of other curbside uses, and/or a reduction in the hours of operation on many routes in the Central Business District to facilitate public
transit operations. The current $4.00 hourly rate has been in place since 2012 (for 5 years). The proposed change from $4.00 to $5.00 affects 5% of the on-street paid parking spaces.

• **Proposed $4.00 Hourly Rate Area**

  **From $3.00/hour to $4.00/hour:** The proposed $4.00 hourly rate area comprises most of the existing $3.00 hourly rate areas, but excludes the spaces which were adjusted from $2.25 to $3.00 in 2015. The proposed change from $3.00 to $4.00 represents 15% of the on-street paid parking spaces. These spaces were identified as having high on-street parking demand. Excluding the $3.00 spaces that were converted in 2015, the remaining spaces have had a $3.00 hourly rate in place since 2012 (for over 5 years). Proposed $4.00 Hourly Rate areas include:
  o Downtown Toronto, surrounding the Central Business District.
  o North York Yonge St. Corridor, between Sheppard Ave. and Park Home Ave.

• **Proposed $3.00 Hourly Rate Area**

  The proposed $3.00 hourly rate area will result from the consolidation of the three existing rate areas: existing $3.00 hourly rate areas that recently were increased from $2.25 to $3.00 in 2015 and warrant no further change at this time, $2.25 hourly rate areas that experience high parking demand, and finally, a select few $2.00 areas that experience high demand and/or to create a contiguous rate zone.
  o **Remain at $3.00:** The following areas exhibit lower parking demand, or are areas that recently underwent changes to hourly rates and/or hours of operation, and will remain at $3.00 per hour:
    o Parts of North York Yonge St. Corridor experienced a lower parking demand relative to surrounding areas, including:
      ▪ North York Yonge St. Corridor, from the area north of Park Home Avenue and flankage streets.
      ▪ North York Yonge St. Corridor, from the area south of Sheppard Avenue, and flankage streets.
    o Uptown Yonge St. Corridor and flankage streets, from an area north of Merton St. to an area south of Deloraine Rd., underwent an hourly rate increase and an hours of operation change in 2015.
    o South of Lake Shore Blvd E. experienced a lower parking demand relative to its surrounding area
  o **From $2.25 to $3.00:** Overall, the majority of $2.25 hourly rate areas will be increased to $3.00 due to high usage. The $2.25 hourly rate was created in 2012. The proposed change from $2.25 to $3.00 represents 29% of the on-street paid parking spaces city-wide. It should be noted that all of these
spaces have had an hourly rate of $2.00 or higher since 2007, so that the proposed change represents a $1.00 increase over a 10-year period. Over 90% of the existing $2.25 hourly spaces will be set to the $3.00 hourly rate. The $2.25 hourly rate is being eliminated.

- **From $2.00 to $3.00**: As part of the $3.00 hourly rate area expansion (as discussed above), a few $2.00 hourly on-street locations exist within the proposed $3.00 hourly rate area and are proposed to increase to $3.00. The proposed hourly rate change is needed in order to form a contiguous rate area. These areas are experiencing medium to high parking usage. This hourly rate has been in place since 2007 (for 10 years) at these particular on-street paid parking spaces.
  The proposed change from $2.00 to $3.00 represents 4% of the on-street paid parking spaces city-wide.

- **Proposed $2.00 Hourly Rate Area**
  - **Remains at $2.00**: The majority of the existing $2.00 hourly rate areas will remain at $2.00. Although the hourly rate has been in place since 2007, most of these on-street paid parking spaces experience low to medium usage, or were recently added to the $2.00 hourly rate area in 2015 (such as Queen St. W. (between Roncesvalles Ave. and Gwynne Ave.) and Roncesvalles Ave. (between Dundas St. W. and Queen St. W.)). This represents 9% of the on-street paid parking spaces.
  - **From $2.25 to $2.00**: To keep a consistent rate structure, on-street parking locations with lower demand are proposed to be reduced from $2.25 per hour to $2.00 per hour. Areas include:
    - The area bound by Spadina Ave., Dupont Ave., St. George St., and Bloor St. W.
    - Ashtonbee Road
    - Queen St. E., between Coxwell Ave. and Woodbine Ave.
  The proposed change from $2.25 to $2.00 represents 3% of the on-street paid parking spaces.

- **From $1.50 to $2.00**: It is proposed that the $1.50 hourly rate be increased to $2.00, based on inflation. The $1.50 hourly rate will be eliminated. The on-street paid parking areas currently charging $1.50 have had this hourly rate since at least 2007 (for 10 years). An inflation adjustment was undertaken in 2007 for zones $2.00 and higher, and did not include this hourly rate area. At this time, an inflation adjustment is warranted for the remaining $1.50 hourly rate zone. The proposed change from $1.50 to $2.00 represents 23% of the on-street paid parking spaces. The $1.50 hourly rate is being eliminated.

- **Proposed $1.00 Hourly Rate Area**
Remains at $1.00: No changes are being proposed at this time as the parking demand is too low, and the inflation adjustment does not warrant a change in the hourly rate. The $1.00 hourly rate represents 8% of the on-street paid parking spaces and generates less than 2% of the annual on-street revenue.

Overall, the proposed changes to the rates will result in the average hourly on-street rate increasing from $2.17 per hour to $2.74 per hour. This is an increase of 26% overall, over a 5-year period from 2012 to 2017, and based on the hourly rate changes in the areas being proposed. This increase is consistent with the price changes in other competing services over the same period, as indicated in Attachment 2: Analysis of the Influencing Factors used in the Assessment of the Proposed On-Street Paid Parking Changes.

HOUR OF OPERATION CHANGES

Proposed Paid Parking End Time to 9:00p.m., Monday to Sunday

Select areas of the City of Toronto were identified as having experienced robust local economic growth based on CVA rate of change (2012 vs. 2016). For existing business areas (most areas of the City), on-street parking regulations typically end at 9:00p.m. To ensure fairness and consistency, the TPA identified robust economic areas that currently have on-street paid parking regulations that end at/before 6:00p.m. on weekdays and Saturdays, and are generally not in effect on Sundays.

The TPA is proposing to implement paid parking to end at 9:00p.m. from Monday to Sunday for these select areas, that currently are subject to the following regulations:

- Monday to Friday, paid parking currently ends in the areas at 3:30p.m., 4:00p.m., or 6:00p.m., depending on the peak period restriction. The TPA is proposing to implement paid parking from Monday to Friday from 6:00p.m./6.30p.m. to 9:00p.m.
- Saturday, paid parking currently ends at 6:00p.m. The TPA is proposing to end paid parking at 9:00p.m.
- Sunday, parking is free for most of the proposed areas. The TPA is proposing to implement paid parking from 1:00p.m. to 9:00p.m.

These proposed changes will encourage turnover especially in the later evening and on weekends, and ensure consistency and fairness across all business areas in the City of Toronto that are experiencing similar economic conditions. Further, the proposed changes will not impact existing peak period restrictions.

The proposed areas are as follows:
- a. College St., between Brock Ave. and Ossington Ave.
- b. Danforth Ave., between Donlands Ave. and Woodbine Ave.
- c. Dundas St. W., between Indian Grove and Runnymede Rd.
d. Queen St. E., between Bayview Ave. and Coxwell Ave.
e. Queen St. E., between Parliament St. and River St.

The details of the proposed impacted spaces and the proposed regulations are outlined in Attachment 1.

It should be noted that 90% of the parking spaces in the 5 identified areas currently have hourly rates of $1.50 and will also be subject to the change to $2.00 per hour, as previously discussed.

OTHER REQUIRED AMENDMENTS

Implementation of the changes to the hourly rates and hours of operation for on-street parking described in this report will require specific amendments to City of Toronto Municipal Code Chapter 910, Parking Machines and Meters. In addition, an amendment to subsection 179-7D of Toronto Municipal Code Chapter 179, Parking Authority, is also required to address the maximum on-street hourly parking rate and ensure consistency with the amount previously approved by Council and currently incorporated in Chapter 441, Fees and Charges.

Subsection 179-7D of the City of Toronto Municipal Code Chapter 179, Parking Authority, provides the Toronto Parking Authority with a delegated authority to adjust rates at machine/metered spaces without reporting through the Standing Committees of Toronto City Council, subject to the consent of the Ward Councillor for the ward in which the changes are being undertaken. This authority is utilized to undertake modest changes which typically impact only a small localized area.

Comprehensive changes to rates which impact large areas of the City of Toronto, such as the recommendations contained in this report, have traditionally been reported through and authorized by Toronto City Council. This practice is being followed with respect to this comprehensive rate change. However, the delegated rate limit in subsection 179-7D of City of Toronto Municipal Code Chapter 179, Parking Authority, (currently an upper limit of $4.00 inclusive of HST per hour) needs to be increased to $5.00 (inclusive of HST) per hour to be consistent with the highest hourly rate which will be in effect at machine/metered spaces, following the implementation of the proposed rate increases in this report, to continue to facilitate the process outlined in subsection 179-7D of the City of Toronto Municipal Code Chapter 179, Parking Authority.

In order to reflect the changes proposed for hourly rates and hours of operation described in this report, Schedule I of Toronto Municipal Code Chapter 910, Parking Machines and Meters, is proposed to be repealed and replaced with a revised schedule reflecting the changes being proposed. Attachment 1 of this report lists the entries which will be inserted into Schedule I of Toronto Municipal Code Chapter 910, Parking Machines and Meters, to reflect the changes being proposed.

Chapter 441, Fees and Charges, of the City of Toronto Municipal Code lists the highest
fee in effect at machine/metered spaces. Chapter 441 was previously amended to reflect the highest hourly rate proposed in this report of $5.00.

**BIA CONSULTATION**

TPA staff undertook consultation with Business Improvement Areas across the City of Toronto. Staff presented the background to the parking rate review at the City of Toronto – Toronto Association of Business Improvement Areas Association (TABIA) Interdepartmental monthly meeting, at its meeting of May 16, 2017, and subsequently, presented its findings and details of the proposed changes at the City of Toronto – TABIA Interdepartmental Working Group meeting on June 20, 2017. Later, the presentation materials were posted online for members of the TABIA, as well as publicly available at TPA’s website [https://parking.greenp.com/](https://parking.greenp.com/).

Each impacted BIA (in total 54) was provided individually with the details of the proposed parking changes within its respective BIA, and had an opportunity to meet TPA staff over the following two month period, to discuss parking in their neighbourhood and provide feedback to the proposed changes. A total of 4 BIAs confirmed receipt of the letter with no further comments. An additional 10 BIAs were engaged over the two month period, and as a result:

- 3 BIAs requested general parking/traffic information;
- 3 BIAs (or the TPA) received negative feedback from their constituents;
- 2 BIAs enquired to amend the proposed changes. As a result, staff reviewed the parking in both BIAs in more detail and made amendments to the proposed parking regulations for 1 BIA; and,
- 2 BIAs opposed the proposed changes. Staff reviewed the parking in both BIAs and this report includes a recommendation to take into account 1 BIA’s unique circumstances, specifically to delay implementation for College Street, from Brock Street to Shaw Street, until January 1, 2019. TPA staff will review parking usage along College Street, from Brock Street to Shaw Street in Summer 2018, and further consult with the BIA and its respective Councillors prior to implementation.

Similarly, TPA staff contacted City Councillors where there is on-street paid parking (in total 35), to advise them of the BIA consultation process, as well as the overall proposed changes to hourly rates and hours of operation.

Finally, TPA staff consulted with City Legal Service, Transportation Services and Economic Development and Culture Divisions, as well as Toronto Association of Business Improvement Areas (TABIA), in the preparation of this report.

**CONTACT**
Ian Maher, Vice-President of Strategic Planning & I.T., TPA
Tel No. (416)-393-7291, Email: imaher@toronto.ca

Ann Marie Chung, Sr. Policy & Planning Analyst, TPA
Tel No. (416)-393-7289, Email: AnnMarie.Chung@toronto.ca

SIGNATURE

Andrew Koropeski
Acting President, Toronto Parking Authority

ATTACHMENTS

Attachment 1: List of Proposed By-Law Amendments - To Be Enacted
Attachment 2: Analysis of the Influencing Factors used in the Assessment of the Proposed On-Street Paid Parking Changes