

On-Street Paid Parking Pilot - Mobile Only Zones

Date: September 6, 2023

To: Infrastructure and Environment Committee

From: General Manager, Transportation Services

Wards: All

SUMMARY

Since the introduction of the Green P Mobile Application in 2016, the TPA has seen adoption in the use of the Green P App grow from just 49% of all customer transactions in 2016 to over 75% in 2023, with a total of 1.6 million subscribers. Over 12 million customer transactions in 2023 have taken place on the Green P App. By the end of 2024, the TPA forecasts that growth will continue to increase to approximately 79% of customer transactions and to 85% by the end of 2025. The increase in mobile usage has resulted in a corresponding reduction in the percentage of customer transactions utilizing Pay and Display (P&D) parking machines.

TPA's current on-street paid parking portfolio includes approximately 21,500 parking spaces and accepts payment via 2,728 P&D parking machines, 178 single-space parking meters, and the Green P App. In 2022, TPA's on-street paid parking program generated \$44.7 million in revenues.

The TPA conducted a review of how best to manage aspects of on-street parking operations, and how paid parking equipment (i.e., P&D parking machines and single space meters) are being used as part of the larger on-street paid parking program. Through this review, the TPA identified that P&D parking machines which are located in low volume areas, or are servicing a threshold of five (5) or less parking stalls per one (1) P&D machine and do not generate sufficient revenue to off-set operational costs should be identified for transition. As a result, and in an effort to sustain paid parking areas which helps drive turnover for local businesses, the TPA reviewed alternative options to the current On-Street paid parking program including the introduction of "Mobile Only Zones" (MOZs) where customers can pay for parking using a number of mobile options including, the Green P App, text to pay or by scanning a QR code.

Transportation Services (TS) and TPA staff have reviewed the current on-street paid parking inventory and are proposing to pilot thirteen (13) MOZs based on one (1) or more of the following criteria:

- High mobile utilization within that specific area or location (greater than 70% utilization),
- Low number of parking stalls at minimum five (5) or less parking stalls per one (1) P&D parking machine,
- Locations containing legacy single space meters which have reached the end of their serviceable life, or
- Located in the downtown core for prototype purposes (learning opportunity in a busier environment).

The TPA staff will monitor the operation of these thirteen (13) MOZs throughout the duration of a one (1) year pilot program to determine success against key performance indicators.

This report also seeks Council approval to amend a number of City of Toronto Municipal Code Chapters to add MOZs to the on-street paid parking program in order to conduct the pilot.

RECOMMENDATIONS

The General Manager, Transportation Services, recommends that:

1. City Council approve a pilot project of up to twelve (12) months at on-street paid parking locations to allow Mobile Only Zones as generally described in the report (September 6, 2023) from the General Manager, Transportation Services to allow customers paying for parking to do so through the Green P App, text to pay or by scanning a QR code to complete paid parking transactions and request that the General Manager, Transportation Services, in consultation with the President, Toronto Parking Authority, report back to City Council on the outcome of the pilot project and recommend next steps.
2. City Council amend City of Toronto Municipal Code Chapter 910 to establish new offences in relation to Mobile Only Zones, generally as set out in Attachment 1 to the report (September 6, 2023) and establish an associated penalty amount of \$30.00 for each such new offence.
3. City Council amend City of Toronto Municipal Code Chapter 179, Parking Authority, City of Toronto Municipal Code Chapter 610, Penalties, Administration of, City of Toronto Municipal Code Chapter 910, Parking Machines and Meters, City of Toronto Municipal Code Chapter 925, Permit Parking, City of Toronto Municipal Code Chapter 950, Traffic and Parking and City of Toronto Municipal Code Chapter 903, Parking for Persons with Disabilities, generally as outlined in Attachment 1 to the report (September 6, 2023) from the General Manager, Transportation Services to allow for the establishment of Mobile Only Zones.
4. City Council authorize the City Solicitor to introduce the necessary bills to give effect to City Council's decision and City Council authorize the City Solicitor to make any

necessary clarifications, refinements, minor modifications, technical amendments, or by-law amendments as may be identified by the City Solicitor or General Manager, Transportation Services, in order to give effect to Recommendations 1, 2 and 3, above.

FINANCIAL IMPACT

All costs associated with necessary signage changes as well as the removal and or relocation of parking machines / meters to implement Mobile Only Zones will be assumed by the TPA.

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

DECISION HISTORY

None.

COMMENTS

The Toronto Parking Authority (TPA) is North America's largest municipal on and off-street parking operator and has historically been recognized as a leader in the deployment of innovative parking solutions. In 1995, TPA introduced the first fully-automated parking garage at the St. Lawrence Market. In 1998, the TPA pioneered the use of automated Pay and Display (P&D) machines for on-street parking and by 2002 had deployed the largest network in the world with 1,269 units. Most recently in 2016, the TPA launched its Green P App, which remains today one of the premiere municipal parking apps in the world with over 1.6 million subscribers.

Due to the growing number of parking transactions made through the Green P App, TPA reviewed its on-street paid parking program and determined that a number of its on-street P&D parking machines are not generating sufficient revenue to off-set operational and capital costs. In an effort to create an innovative and seamless experience for customers to purchase parking and to mitigate operating losses in low demand areas, TPA reviewed alternative options to the current paid parking operations including the introduction of MOZs. MOZs will allow customers to pay for parking quickly, easily and in a manner that offers choice and cost effectiveness by paying using the Green P App, text to pay or using a QR code.

As part of a review, a number of other municipalities have been identified that have implemented MOZs as part of their on-street paid parking program. Of those municipalities, including the Town of Ajax, City of Buffalo, City of Winnipeg, City of Miami, that were identified to have MOZs, all municipalities acknowledged that the MOZs were successful and in the majority of instances have moved to expand the program to other on-street paid parking areas.

This proposal will have city-wide policy implications, and as such, is being considered as a time-limited pilot in order to gather feedback and insights. Furthermore, any parking payment method changes proposed by staff will need to consider the needs of various users in the City and weigh the changes against parking payment constraints that may make it unfeasible under certain circumstances. While there may be merit in exploring mobile-based payments in low parking demand locations, a more thorough and equitable examination of the issue is required to understand the implications of such a proposal should it be considered on a city-wide basis. Given the novelty of the request and the desire to ensure that an appropriate Toronto-based solution is proposed to City Council, additional time is required to gather pilot insights and liaise with key stakeholders, including but not limited to accessibility groups and Toronto Police Service and then work with the TPA on lessons learnt and suggested ways forward to then bring forward to City Council for consideration in the fourth quarter of 2024.

Mobile Only Zone Paid Parking Pilot Locations

Based on the successes of other municipalities, together with the continually increasing uptake of the Green P App and TPA's business requirements, the TPA identified instances in which MOZs should be considered.

Mobile Only Zone Selection Criteria

On-street paid parking locations should have one (1) or more of the following criteria to be considered a MOZ:

1. High Green P App Usage

At minimum 70% of the transactions at a particular location are made using the Green P App.

2. Single space meter equipment is at end of life

TPA operates 178 paid parking stalls amongst the 21,500 total parking stalls that are operated by single space meters dating back to the early 1990's which have reached end-of-life. Financially it is not viable to replace the equipment with multi-space P&D parking machines and as a result it is proposed that MOZs be introduced to protect against the removal of the paid parking.

3. Low ratio of parking stalls to one (1) Pay and Display machine

There are some paid parking locations that contain five (5) or fewer parking stalls to one (1) P&D parking machine. This low ratio of paid parking stalls for one (1) P&D parking machine makes it difficult to recover direct operational and capital expenses to be covered by parking revenue. As a result, the introduction of a MOZ in this area would allow paid parking to be protected and minimize operational / capital expenses.

4. Downtown Core for Prototype Purposes

A few paid parking locations will be used to understand how MOZs operate in a busier environment.

Using the above criteria, thirteen (13) of the over 1,000 existing paid parking locations, representing less than 0.4% of the total on-street paid parking stall inventory, are recommended to be selected as MOZ pilot locations. The locations identified using the above criteria will be reviewed with the local councillors for their approval prior to reporting to the appropriate Community Council for the required parking amendments.

Mobile Only Zone Pilot Logistics

The purpose of initiating a MOZ pilot is to gain insight and understand customer behaviour over the pilot period to inform whether or not the pilot can be expanded in other areas of the city. This pilot is expected to demonstrate the feasibility for on-street paid parking to be made available in different parts of the city using alternative forms of payment such as the Green P App, text to pay options or by scanning a QR code to complete paid parking transactions. The paid parking areas included as part of the MOZ pilot project will be distributed throughout the City.

The pilot will have three (3) stages: pre-pilot, pilot, and pilot close-out. Prior to the beginning of the pilot (the pre-pilot period), TPA will distribute information about MOZs on the Green P website, to ward Councillors and Business Improvement Areas that have MOZs in their wards so that customers can easily identify and understand how to use MOZs.

Once the pilot has launched, on the street customers will be able to differentiate pilot locations by new high visibility on-street signage. This signage will advise customers how they can pay for parking through a number of mobile-only options. Over the duration of the pilot, customers will be encouraged and have the ability to provide their experience through a number of methods including through an online survey, to TPA's customer service or email.

At the close-out of the project, TS and TPA will analyze the pilot's success using the change in total number of customer transactions, increase in net profit, change in parking behaviour including the length of stay, and examining feedback received from customers. Customer feedback is important to understanding the pilot strengths and areas for improvement. In order to accurately measure customer feedback, feedback will be grouped by topic and then weighted based on the number of comments by each topic. For example, if over the duration of the pilot there are 10,000 transactions and ten (10) people say they would rather pay on a machine, it will be concluded that only 0.1% of customers, a very small portion of pilot participants had a concern. Once collected, the pilot's findings and recommended next steps will be presented to City Council.

Mobile Only Zone Pilot Benefits

The success of this pilot would offer the following benefits:

- Ability to expand / preserve on-street paid parking inventory - TPA receives numerous Councillor and Business Improvement Area requests for new on-street paid parking or changes to existing on-street paid parking locations; however, at times the business case is difficult to justify due to the prospective net profit amounts in certain locations; Maintain existing paid parking locations that may otherwise need to be removed due to low revenues that do not offset operating / capital expenses or have parking equipment that has reached the end of serviceable life (i.e., single space meter).
- Increase revenues to the City of Toronto - reducing the reliance on parking equipment on-street reduces operating / capital expenses which results in a larger net profit which is paid as a dividend to the City of Toronto.
- Reduce street furniture - reducing the use of on-street meters and P&D machines would increase other uses in the sidewalk / boulevard area of the right of way.
- Only impacts thirteen (13) paid parking locations throughout the City, which is equivalent to eighty-one (81) stalls or 0.4% of the total on-street paid parking inventory where eleven (11) of these locations may otherwise be removed due to operating / capital expenses exceeding parking revenues.

Toronto Municipal Code Amendments Required for the Pilot

If the pilot program is approved and implemented, the City will need to introduce City of Toronto Municipal Code amendments to Chapter 179, Parking Authority, Chapter 610, Penalties, Administration of, Chapter 910, Parking Machines and Meters, Chapter 925, Permit Parking, Chapter 950, Traffic and Parking and Chapter 903, Parking for Persons with Disabilities, which are included in Attachment 1, appended to this report.

New Parking Offences

In order to enforce some of the program parking requirements for Mobile Only Zones, new offences in relation to Mobile Only Zones, established as part of the pilot, will need to be created in City of Toronto Municipal Code Chapter 910, generally as set out in Attachment 1 appended to this report and establish an associated penalty amount of \$30.00 for each such new offence.

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ATTACHMENTS

Attachment 1: Municipal Code Amendments

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Amendments to Code Chapter 610, Penalties, Administration of

1. Amend the term VEHICLE in § 610-1.1E by deleting the phrase "Chapter 910, Parking Machines and Meters" and replacing it with the phrase "Chapter 910, Parking Machines, Parking Meters and Mobile Only Zones".
2. Amend the title of "Table 6: Chapter 910, Parking Machines and Meters" by replacing it with "Table 6: Chapter 910, Parking Machines, Parking Meters and Mobile Only Zones".
3. Amend Schedule A, Table 6 by inserting the following in numerical order in Schedule A, Table 6:

(In Column 1 Designated Part of Chapter)	(In Column 2 Short Form Wording)	(In Column 3 Penalty Amount)
§ 910-9.4(1)	Mobile Only Zone – Required Fee Not Paid	\$30.00
§ 910-9.4(2)	Park – Mobile Only Zone Parking Space – Not Within Permitted Time	\$30.00
§ 910-9.5	Park – Other Than Mobile Only Zone Parking Space	\$30.00
§ 910-9.5.1	Park Motorcycle – Mobile Only Zone Parking Space – At Angle less than 45 Degrees to Curb	\$30.00
§ 910-9.5.1	Park Motorcycle – Mobile Only Zone Parking Space – At Angle greater than 60 Degrees to Curb	\$30.00
§ 910-9.6	Parking – Mobile Only Zone Parking Space – Exceeds Maximum Time	\$30.00

Amendments to Municipal Code Chapter 179, Parking Authority

1. Amend §179-7 as follows:

Deleting from the opening paragraph the phrase "including on-street parking meter and parking machine facilities" and replacing it with the phrase "including on-street parking meter, parking machine and mobile only zone facilities".

2. Amend §179-7C by deleting the phrase "D.1 or D.2" and replacing it with the phrase "D.1, D.2, or D.3" and by deleting the phrase "on-street parking meters and parking machines" and replacing it with the phrase "on-street parking meters, parking machines and mobile only zones".

3. Amend §179-7 by inserting a new section D.3 as follows:

“D.3 The Parking Authority shall be authorized to:

- (a) fix rates for mobile only zones, listed in Schedule V, Mobile Only Zones of Municipal Code, Chapter 910, Parking Machines, Parking Meters and Mobile Only Zones;
- (b) Notwithstanding subsection D.1, with respect to locations listed in Schedule V of Chapter 910, remove parking meters or machines or change the hours of operation of parking meters or machines at on-street paid parking locations within the time periods where parking is permitted at such locations;
- (c) Notwithstanding subsection D.2, with respect to locations listed in Schedule V of Chapter 910, amend the maximum parking period at on-street paid parking locations within the time periods that paid parking is permitted at such locations;
- (d) remove mobile only zones or change the hours of operation of mobile only zones within the time periods where parking is permitted at such locations and, where there is a removal of mobile only zones or when an extension of mobile only zone hours is proposed, the General Manager of Transportation Services has reviewed and agreed to the change;
- (e) amend the maximum parking period at on-street mobile only zone paid parking locations within the time periods that paid parking is permitted at such mobile only zone locations.”

4. Amend §179-7E by deleting from the opening paragraph the phrase "on-street parking meters and parking machines" and replacing it with the phrase "on-street parking meters, parking machines and mobile only zones".

5. Amend §179-7E by insert a new subsection (6) as follows:

“(6) Incorporate:

- (a) rates set by the Parking Authority respecting mobile only zones;
- (b) the removal of mobile only zones, change the hours of operation of mobile only zones, or changes to the maximum parking period within a mobile only zone;

- (c) remove parking meters or machines or change the hours of operation of parking meters or machines at on-street paid parking locations within mobile only zones and
- (d) the change to the maximum parking period for mobile only zones,

on certification to the City Solicitor by the President of the Toronto Parking Authority that the respective change has been made in accordance with the criteria in Subsection D.3.”

Amendments to Municipal Code Chapter 910, Parking Machines and Meters

1. Amend Municipal Code Chapter 910 by renaming it to "Parking Machines, Parking Meters and Mobile Only Zones".
2. Amend Article II, Article III and Article IV to Article III, Article IV, and Article V, respectively and amend references within Chapter 910 accordingly.
3. Insert a new Article II as follows:

Article II Mobile Only Zones

§ 910-9.1. Definitions:

A. As used in this article, the following terms shall have the meanings indicated”

ADMINISTRATIVE PENALTY - As defined in Chapter 610, Penalties, Administration of.

AUTHORIZED SIGN - Any sign or other device approved by the General Manager of Transportation Services.

CITY - The City of Toronto.

MOBILE ONLY ZONE LOCATION ID SIGN - An authorized sign with sign copy or information approved by the General Manager of Transportation Services, which authorized sign is located on the highways at the sides and between the limits set out in Schedule V and indicates a location identification number assigned for controlling and regulating on-street paid parking.

MOBILE ONLY ZONE - An area on a street delineated by a combination of authorized signs and/or pavement markings and authorized by the appropriate Community Council or Committee for parking, as listed in Schedule V.

MOBILE ONLY ZONE APPLICATION - An application accessible by way of a cell phone or other device, for the purpose of controlling and regulating the parking of any vehicle in a Mobile Only Zone Parking Space and which, when the required

fee has been paid, issues a Mobile Only Zone Parking Notification to the activating device indicating the date, time, location and licence plate for the activating and the permitted period for parking.

MOBILE ONLY ZONE PARKING NOTIFICATION - A communication from an application which indicates that parking is authorized at a location in Schedule V for a permitted period for an indicated licence plate.

MOBILE ONLY ZONE PARKING SPACE - That portion of the surface of the roadway which for parking use is controlled and regulated by a mobile only zone application.

MOTOR VEHICLE - Includes an automobile, motor cycle, streetcar and any other vehicle propelled or driven otherwise than by muscular power, but does not include motor vehicles running only upon rails other than streetcars.

PARKING - The standing still of a vehicle, whether occupied or not.

PENALTY NOTICE - As defined in Chapter 610, Penalties, Administration of.

PERMITTED PERIOD - The duration of parking in or on a mobile only zone parking space as indicated on a mobile only zone parking notification.

ROADWAY - The part of a highway under the jurisdiction of the City that is designed or ordinarily used for vehicular traffic, but does not include the shoulder or portion of a driveway or laneway connecting the roadway with land adjoining the highway, and where a highway includes two or more separate roadways, the term "roadway" refers to any one roadway separately and not to all of the roadways collectively.

VEHICLE - A motor vehicle, trailer, traction engine, tractor, bicycle and any vehicle drawn, propelled or driven by any kind of power, including muscular power, but does not include a motorized snow vehicle or streetcar.

VEHICLE OWNER - As defined in Chapter 610, Penalties, Administration of.

B. A term not defined in this article shall have the same meaning as the term has in the Highway Traffic Act.

§ 910-9.2. Payment of fee; measurement of time period.

Where a fee is stipulated in Schedule V for a given parking period in a mobile only zone parking space, the fee shall be paid for that period or any portion of it, and the period shall be as measured by the mobile only zone application controlling that mobile only zone parking space.

A. Despite any other provision in this chapter, where a fee is stipulated in this chapter for a given parking period in a mobile only zone parking space, the requirement to pay

shall not apply on June 6, September 17 and November 11 of each year to persons operating a vehicle to which a valid Ontario Veteran licence plate is registered and affixed.

B. Despite any other provision in this article, where a fee is stipulated in this article for a given parking period in a mobile only zone parking space, the requirement to pay shall not apply to a person parking a motorcycle.

C. Despite §§ 910-9.2 or 910-9.4(1), where a fee is stipulated in this article for a given parking period in a mobile only zone parking space, the requirement to pay shall not apply where 10 minutes or less time has elapsed since the expiry of the purchased time on the mobile only zone parking notification.

§ 910-9.3. Mobile Only Zones authorized.

The erection, maintenance and operation of mobile only zone location ID signs on the highways, at the sides and between the limits set out in Schedule V of this chapter for the purpose of controlling and regulating parking during the days and hours set out in Schedule V and the designation of mobile only zone parking spaces in connection with mobile only zone parking applications is authorized.

§ 910-9.4. Use of mobile only zones and mobile only zone application

Except where persons or vehicles are exempted by a by-law of the City from compliance with City by-laws respecting the use of mobile only zone application, where mobile only zone location ID signs have been erected under the authority of § 910-9.3 and are in operation with respect to any mobile only zone parking space set out in Schedule V of this chapter, the duration of the permitted period shall be measured by the mobile only zone application, and no person shall park any vehicle in or on any such mobile only zone parking space where a mobile only zone application is in operation:

- (1) At any time unless the mobile only zone application is used and the required fee paid in accordance with the rate set out in Schedule V; or
- (2) At any time not within the permitted period.

§ 910-9.5. Parking within mobile only zone parking spaces.

Where mobile only zone location ID signs have been erected under authority of § 910-9.3, no person shall park any vehicle on any roadway at the side and between the limits set out in Schedule V of this chapter other than in a mobile only zone parking space.

§ 910-9.6. Angle parking for motorcycles.

A motorcycle may be parked in a mobile only zone parking space at an angle, provided that no person shall park a motorcycle at an angle less than 45 degrees or greater than 60 degrees to the curb.

§ 910-9.7. Parking time periods.

Where mobile only zone location ID signs have been erected under the authority of § 910-9.3, no person shall park any vehicle in a mobile only zone parking space on any roadway, at the side and between the limits set out in Schedule V of this chapter during the days and hours set out in Schedule V for a longer period than that set out in Schedule V.

§ 910-9.8. Stopping and parking prohibitions.

Nothing in this article shall permit a driver to stop or park at any location where or at any time when stopping or parking is otherwise prohibited.

§ 910-9.9. Exceptions.

A. None of the provisions of this article shall prevent the holder of a filming permit issued under Chapter 459, Filming, from parking on any street and during the period for which the permit is issued, despite the fact that parking is restricted by this article.

B. Where compliance would be impracticable, none of the provisions of this article shall apply to:

(1) Ambulances, police or fire department vehicles or public utility emergency vehicles; or

(2) Vehicles actually engaged in works undertaken for or on behalf of the City or any municipal corporation or the Toronto Transit Commission.

C. Despite any other provision of the Municipal Code or any other City of Toronto By-law, the maximum parking period set out in Schedule V to this chapter, where greater than 3 hours, shall supersede the general three-hour maximum parking period found in Chapter 950, Traffic and Parking, and any other by-laws.

4. Amend § 910-21B to insert after the phrase: “910-6.3B,” the phrase: “910-9.4(1), 910-9.4(2), 910-9.5, 910-9.5.1, 910-9.6,”.

5. Amend § 910-21C to insert after the phrase: “910-6.3B,” the phrase: “910-9.4(1), 910-9.4(2), 910-9.5, 910-9.5.1, 910-9.6,”.

6. Create and insert a new Schedule V, Mobile Only Zones as follows:

Schedule V Mobile Only Zones

Highway	Side Parking	Between	Days and Hours (as indicated below)	Fee / Time Limit	Maximum Parking Period

Amendments to Municipal Code Chapter 925, Permit Parking

1. Amend § 925-5 O by deleting the phrase "respecting parking meters/parking machines on highways, where parking meters or parking machines have been erected on a portion of a road listed in Schedule A, the holder of a valid permit shall not be required to deposit payment in the meter or parking machine, subject to the permit being properly displayed." and replacing it with the phrase "respecting parking meters/parking machines/mobile only zones on highways, where parking meters or parking machines have been erected or mobile only zones have been designated on a portion of a road listed in Schedule A, the holder of a valid permit shall not be required to deposit payment in the meter, parking machine or mobile only zone, subject to the permit being properly displayed."

Amendments to Municipal Code Chapter 950, Traffic and Parking

1. Amend § 950-510B (4)(c) [1] by deleting the phrase "parking machine or parking meter" and replacing it with the phrase "parking machine, parking meter or mobile only zone".

2. Amend § 950-510B (4)(c) [3] by deleting the phrase "parking is controlled by a parking machine or parking meter" and replacing it with the phrase "parking is controlled by a parking machine, parking meter or mobile only zone".

Amendments to Municipal Code Chapter 903, Parking for Persons with Disabilities

1. Amend § 903-6D(1) by deleting the phrase "placed bags over parking meters or pay and display parking machines" and replacing it with phrase "placed bags over parking meters, pay and display parking machines or mobile only zone signage".

2. Amend § 903-5A(3) by deleting the phrase "requirement to deposit funds in parking meters and parking machines" and replacing it with phrase "requirement to deposit funds in parking meters and parking machines or payment in mobile only zones".

3. Amend § 903-6B(9) by deleting the phrase "In parking machine locations" and replacing it with phrase "In parking machine and mobile only zone locations".

4. Amend § 903-6B(10) by deleting the phrase "In parking machine or parking meter locations designated as motorcycle parking zones as set out in Schedule IV to Chapter 910, Parking Machines and Meters" and replacing it with phrase "In parking machine, parking meter or mobile only zone locations designated as motorcycle parking zones as set out in Schedule IV to Chapter 910, Parking Machines, Parking Meters and Mobile Only Zones".