

## Attachment 1

### Consolidated and Updated Guidance on Vehicle Operation in Parks

Extra care must be used when driving in and around City parks. Children, cyclists, skaters, and pedestrians may not be as vigilant as they might be if they were on City streets. Persons experiencing homelessness may also use these areas and may not always be visible to the operator.

When driving in parks:

- **Speed limit:** The maximum speed shall not exceed 10 km/hr on paved roads and paths (unless otherwise posted) except where conditions or operating procedures dictate a lower speed. On turf and other areas not intended for vehicle access, the maximum speed shall not exceed 5 km/hr.
- **Obey signs:** All traffic regulatory signs posted in City parks and on City property must be adhered to in the same manner as posted signs on a provincial or municipal roadway.

When driving outside of formal road systems in parks, operators must:

- **Protect turf:** Take every reasonable precaution to avoid damage to turf. Do not drive on turf unless paved pathways are not available, and a vehicle is necessary to be on the turf to complete the work safely. In the event of poor or wet conditions, avoid operating vehicles on turf. Do not park on turf unless authorized by Parks and Recreation (PR) (third parties) or required for work (City staff). Report any damaged turf to the Park Supervisor immediately so that the area can be remediated promptly.
- **Protect trees:** Do not drive or park near trees, in natural areas, or on planted areas, to avoid damage to roots and soil compaction, except where required to perform necessary urban forestry work or park maintenance or repair. ("Near trees" is defined as within a Minimum Tree Protection Zone (TPZ) of a by-law regulated tree and in accordance with the City's [Tree Protection Policy and Specifications for Construction Near Trees](#)). Where it is not feasible to determine TPZ, a tree's dripline (e.g., a circle around a tree's outermost branches) can be used as a proxy.
- **Use hazard indicators:** Turn on appropriate hazard/warning lights and beepers, when available. Four-way flashing lights must be used when a vehicle is in motion, and beepers or horn should be used intermittently, if and when required.
- **Use a guide:** Operate the vehicle at a walking speed, with a guide on foot when available and safety conditions permit, in visual contact with the operator at the right front of the vehicle. A guide is required for City staff driving vehicles over one half ton, and for third parties driving any vehicle.
- **Take care when crossing paths:** Stop the vehicle and check both directions before crossing a pedestrian or bicycle path.

- **Avoid debris:** Do not under any circumstance drive over any debris, garbage, cardboard, or tarps, as there may be people, animals, or objects under them.
- **Back up safely:** Plan routes to avoid backing when possible and follow safe backing procedures, including the use of a guide behind the vehicle when available. If a competent guide is not available, the driver must get out and walk to the rear of the vehicle to ensure the path is clear.
- **Stay in approved areas:** Third parties must follow City staff direction on appropriate routes and parking areas when operating outside of formal road systems.

When stopping or leaving vehicles:

- **Emergency access:** Do not block access routes for emergency vehicles.
- **Necessary purposes only:** Do not leave vehicles on park turf, sports fields, or park pathways unless the vehicle is required to complete the work. Vehicles used to deliver equipment for special events or for City work must return to authorized parking areas when the delivery is complete.
- **Avoid idling.** Adhere to the City of Toronto's Idling Control Bylaw, which prohibits idling for more than one minute in a 60-minute period. Review the bylaw for additional considerations.
- **Do not leave running:** Do not leave a vehicle running unless the operator stay in it. This includes warming up in the winter months.
- **Secure vehicle and key:** When leaving a vehicle, remove the key from the ignition and where applicable, lower all hydraulic attachments to the ground or, where equipped, lock in position. The key is to be kept in possession of the driver and not left in the vehicle.
- **Lock vehicle:** When leaving a vehicle unattended, secure and lock down the vehicle with the engine off to ensure that no items nor the vehicle itself are tampered with.
- **Safe location:** Ensure the vehicle is left in a safe place that does not pose a danger to the public and to staff when entering or exiting and does not impede traffic. This includes being mindful of roadways, driveways, bike lanes, pedestrian pathways, sidewalks, and trails.
- **Circle check:** After leaving a vehicle unattended, whether working in the vicinity or taking a break, upon returning, walk around the vehicle and identify any potential hazards before driving or operating.

## Attachment 2

### City Divisions/Agencies Operating Vehicles in Parks

Division/Agency	Purpose of Driving in Parks
Corporate Real Estate Management	Property maintenance
Corporate Security	Service delivery
Economic Development and Culture (EDC)	Accessing EDC properties in parks
Engineering and Construction Services	Repair and maintenance of infrastructure
Environment, Climate and Forestry	Tree planting and maintenance, natural area management, community events
Fire Services	Responding to emergency calls
Fleet Services	Responding to mobile service calls
Municipal Licensing and Standards	Bylaw enforcement
Parks and Recreation	Repair and maintenance of park assets; delivery of Parks and Recreation services
Solid Waste Management Services	Waste collection
Toronto Paramedic Services	Responding to emergency calls; special event standby requirements
Toronto Water	Repair and maintenance of infrastructure
Transportation Services	Maintaining pathways and rights of way
Toronto Police Service	Responding to emergency calls; special event standby requirements

## Attachment 3

### Policies, Procedures and Training Materials Reviewed

Title	Document Owner	Applies to	Document Description	Training Provided
1. City of Toronto Fleet Safety Policy and Procedures	Fleet Services	<ul style="list-style-type: none"> <li>- City Divisions that lease, own or rent vehicles/equipment from Fleet Services Division (FSD);</li> <li>- City agencies and corporations that have entered into a fleet management agreement and adopted the policy; and</li> <li>- anyone who operates a vehicle registered under the City of Toronto's Commercial Vehicle Operator's Registration (CVOR).</li> </ul> <p>Does not apply to:</p> <ul style="list-style-type: none"> <li>- Toronto Police Service, Fire Services or Toronto Paramedic Services, which follow their own policy/procedures and relevant legislation</li> <li>- Service providers contracted to FSD to pick up and deliver City vehicles for repair, modifications and warranty work.</li> </ul>	The Fleet Safety Policy and Procedures set out requirements for the safe operation of City vehicles to support compliance with federal and provincial laws, City bylaws, policies and procedures. They provide detailed guidance on the City of Toronto's Fleet Safety Program, and outline applicable legal requirements, permitting system, responsibilities of drivers, permit holders, divisions and certain Agencies and Corporations. They also include specific guidance for operating on parklands, Board of Education properties, laneways and City properties.	City Operators Permit training and testing
2. Parks and Recreation Orientation and Information Guide: Use of Equipment and Vehicles	Parks and Recreation	Parks staff, Urban Forestry staff	Provides specific guidance for safe and appropriate vehicle operation in parks in the context of delivering park operations.	Annual training for new and returning Parks and Urban Forestry staff.

## Authorized Vehicles in Parks: Review of Operating Procedures and Policy

Title	Document Owner	Applies to	Document Description	Training Provided
3. Parks Branch Operations Handbook	Parks and Recreation	Parks staff	Provides specific guidance for safe and appropriate vehicle operation in parks in the context of completing specific park operations tasks.  Relevant sections: General Services - Organizing Park Maintenance Tasks; Traffic Control Measures; Washroom Maintenance; Special Events; Naturalized Areas; Turf	Annual training for new and returning Parks staff.
4. Parks Training Materials	Parks and Recreation	Parks staff	Provides specific guidance for safe appropriate vehicle operation in the context of delivering park operations.	Annual training for new and returning Parks staff.
5. Urban Forestry Operating Vehicles in Parks Policy	Environment, Climate and Forestry	Urban Forestry staff and contractors	Sets out specific guidance for operating on parklands, based on City of Toronto Fleet Safety Policy and Procedures	Annual training for staff and annual supplier onboarding training.
6. Tree Protection Policy & Specifications for Construction Near Trees	Environment, Climate and Forestry	Anyone engaging in construction works	Guidelines and specifications to protect trees during construction.	n/a
7. Special Event Permit Letter of Conditions	Parks and Recreation	Special Event Permit Holders	Requires permit holders to obtain permission for any vehicle access required to pick up/drop off supplies for the special event.	Large events include a site visit with Park Supervisor to review environmental and safety considerations prior to receiving vehicle access permission.

## Authorized Vehicles in Parks: Review of Operating Procedures and Policy

Title	Document Owner	Applies to	Document Description	Training Provided
8. Non-Profit/Charitable Special Event Guidelines for City of Toronto Parks and Trails & Special Event Vehicle Policy	Parks and Recreation	Special Event Permit Holders	Informs permit holders of the process to obtain approval for vehicle access in a park. Includes Special Event Vehicle Policy, which provides specific conditions for vehicle operation in the context of implementing a permitted event in a park to ensure safety and protect park assets.	n/a
9. Park Access Agreement	Parks and Recreation	-Third parties under contract with any City unit outside of Parks branch - Other agreement holders working in parks - Provincial and federal government organizations	Grants temporary and short-term access to parks and includes conditions for vehicle operation to ensure safety and protect park assets.	Site visit with the Park Supervisor to review environmental and safety considerations prior to commencing work in the park.
10. Terms and Conditions of Park Operations RFQs	Parks and Recreation	Third parties under contract with Parks branch	Set out terms and conditions of work, including conditions for vehicle operation in parks.	Meeting with City staff prior to commencing work.
11. Terms and Conditions of Urban Forestry RFQs	Environment, Climate and Forestry	Third parties under "Supply and Install" contracts with Urban Forestry	Set out terms and conditions of work, including conditions for vehicle operation in parks.	Annual supplier onboarding training.
12. Urban Forestry Supplier Orientation Package	Environment, Climate and Forestry	Third parties under "Supply and Install" contracts with Urban Forestry.	Overview of deliverables and conditions for work under Supply & Install Tree Planting Services, including the Urban Forestry Operating Vehicles in Park Policy.	Annual supplier onboarding training.

## **Attachment 4**

### **Discussion of Review Findings**

Twelve (12) documents were reviewed for guidance related to:

- Limiting motor vehicle usage to necessary functions
- Alignment with Vision Zero: Pedestrian safety
- Use of guides on foot to accompany vehicles
- Alignment with TransformTO: Reducing vehicle emissions
- Safe access of emergency vehicles
- Tree/tree root protection
- Turf protection

An overview of the review findings is provided in Table 1 below, as well as a more detailed discussion of the findings.

**Table 1: Overview of Review Findings**

<b>Legend</b>	
✓	Guidance provided
*	Guidance partially provided
n/a	Not applicable in document
R	Guidance is required

Document	Applies to	Vehicle Operation Guidance Related to:						
		Limiting Motor Vehicle Usage to Necessary Functions	Alignment with Vision Zero: Pedestrian Safety	Use of Guides on Foot to Accompany Vehicles	Alignment with TransformTO: Reducing Vehicle Emissions	Safe Access of Emergency Vehicles	Tree Protection	Turf Protection
<b>City of Toronto Fleet Safety Policy and Procedures (FSP)</b>	Staff & agencies governed by FSP	*	✓	✓	✓	*	R	✓
<b>P&amp;R Orientation and Information Guide</b>	Staff (aligns with FSP)	✓	✓	✓	*	R	✓	✓
<b>Parks Branch Operations Handbook</b>	Staff (aligns with FSP)	*	R	R	R	R	✓	R
<b>Parks Training Materials</b>	Staff (aligns with FSP)	*	✓	✓	R	R	✓	✓
<b>Urban Forestry Operating Vehicles in Parks Policy</b>	Staff & Third parties (aligns with FSP)	✓	✓	✓	R	R	R	✓
<b>Permit Letter of Conditions</b>	Third Parties	✓	R	R	R	✓	R	R



Authorized Vehicles in Parks: Review of Operating Procedures and Policy

Document	Applies to	Vehicle Operation Guidance Related to:						
		Limiting Motor Vehicle Usage to Necessary Functions	Alignment with Vision Zero: Pedestrian Safety	Use of Guides on Foot to Accompany Vehicles	Alignment with TransformTO: Reducing Vehicle Emissions	Safe Access of Emergency Vehicles	Tree Protection	Turf Protection
<b>Non-Profit/Charitable Special Event Guidelines for City of Toronto Parks and Trails [includes Special Events Vehicle Policy]</b>	Third Parties	✓	✓	✓	R	R	*	✓
<b>Park Access Agreement</b>	Third Parties	✓	✓	✓	R	R	✓	✓
<b>Terms and Conditions of Parks Technical Services RFQs</b>	Third Parties	✓	R	R	R	R	✓	✓
<b>Terms and Conditions of Urban Forestry Supply and Install RFQs</b>	Third Parties	✓	✓	✓	✓	R	✓	✓
<b>Urban Forestry Supplier Orientation Package</b>	Third parties	*	✓	✓	✓	R	✓	✓
<b>Tree Protection Policy and Specifications for Construction Near Trees</b>	Staff & Third parties	n/a	n/a	n/a	n/a	n/a	✓	n/a

## **Discussion of Review Findings**

### **1. Limiting Vehicles in Parks to Necessary Activities**

City policies and procedures allow for motor vehicle operation outside of formal roadways in parks only when necessary to deliver City services, maintain and repair assets, complete construction work, respond to emergencies, and implement special events.

Parks staff and Urban Forestry staff are responsible for maintaining park assets, trees, and natural areas, among other duties. These staff are specifically directed to use vehicles in parks only when necessary for work completion or safety, which typically includes: repair and maintenance of parks amenities, debris/litter picking, supporting events, completing inspections and patrols, responding to complaints, performing tree maintenance and removal, and performing natural area management. Vehicles are required for staff safety in certain situations (e.g., closing up washrooms at night in isolated park areas). Staff are trained to minimize impact to park turf by staying on paved pathways as much as possible and not driving on turf in wet conditions. Staff are directed not to leave vehicles in the park unless required for the work activity. Further details of procedures and training for Parks and Urban Forestry staff are discussed in subsequent sections.

Other City divisions and agencies also operate vehicles in parks when operationally required. This includes but is not limited to:

- **Emergency vehicles** (Police, Fire, and Paramedic Services) access City parks as needed only to respond to emergency calls or to be on standby for special events. Otherwise, emergency services vehicles do not travel in City parks.
- **MLS Bylaw Enforcement Officers** patrol and respond to enforcement calls in parks. Bylaw Enforcement Officers receive training and are instructed not to operate motor vehicles outside of roadways and parking areas and comply with FSD's policies governing the safe operation of City fleet vehicles and equipment. Some bylaw officers operate on bicycles and pedal-assist e-bikes in parks.
- **Solid Waste Management Services (SWMS)** dispatches a fleet of approximately 20 commercial vehicles each day that are dedicated to waste collection in parks. SWMS drivers minimize impact by staying on paved paths as much as possible and not driving on grass in wet conditions. If waste bins are not accessible by paved pathway, standard procedure is for operators to stop the vehicle on the paved area, walk to the waste bin, and bring it to the vehicle on foot. SWMS works with Parks and Recreation on new park designs to accommodate SWMS vehicles or enable waste collection without driving in parks.
- Corporate Real Estate Management, Economic Development and Culture, Toronto Water, Transportation Services, and other City Divisions also sometimes operate vehicles in parks to deliver City services and adhere to similar provisions.

Third parties, including contractors, permit holders, and other agreement holders, must obtain permission from Parks and Recreation to drive outside of formal road systems in a park. This typically includes meeting with the Park Supervisor to obtain instructions on

an appropriate access route and parking area as well as environmental or safety considerations. The following conditions apply:

- **Contractors** working in parks on behalf of the City must obtain written permission (e.g. a construction agreement for longer-term work or a Park Access Agreement for short-term work) from Parks and Recreation before starting work in park and must adhere to the conditions of the agreement with the City. If heavy construction vehicles are working in public park areas, designated construction zones are fenced off to protect the public.
- **Special Event Permit Holders** must adhere to their permit Letter of Conditions, which states that vehicle access to parklands for the purpose of drop offs and/or deliveries requires Park Supervisor approval. A maximum of three delivery vehicles are allowed at a time, depending on what the site can reasonably accommodate.
- **Holders of leases and license agreements** in parks (e.g., concession stands) may receive supplies delivered by vehicle. The terms and conditions of each agreement are unique to the context, but commonly include that the agreement holder must make reasonable efforts to confine all delivery vehicles to roads and paved pathways, comply with speed limits, coordinate deliveries to cause as little inconvenience as possible to park visitors (e.g., using off-peak times), and unload supplies only at the location(s) prescribed.
- **Easement holders** (e.g., utilities) drive vehicles in parks to access their infrastructure and, depending on the terms of their easement, may not be required to seek permission or notify Parks and Recreation.

## 2. Alignment with Vision Zero: Protecting Pedestrians and Other Park Users

Nearly all policies and procedures reviewed include measures to ensure the safety of pedestrians, cyclists and other park users. These include the obligation to maintain low speed limits (a maximum of 10 km/h or the posted limit on paved pathways, and 5 km/h or walking speed on areas not intended for vehicles including turf areas) as well as use of a beacon and/or four-way flashers to increase visibility, and hazard sounds (beepers or horns) used intermittently to draw awareness to fleet operating in parks.

## 3. Use of Guides on Foot to Accompany Vehicles Through Parks

People in parks may not be as aware of nearby vehicles or equipment as they might be if they were in streets or parking areas and may not always be visible to vehicle operators. The policies and procedures reviewed require large vehicles entering and driving outside of formal road systems in parks to be operated at a walking speed and led by a guide on foot.

## 4. Emergency Vehicles

### *Police*

Toronto Police Service Procedure 15-11 guides officers to: (i) comply with the Toronto Municipal Code Traffic and Parking By-Laws unless doing so would compromise the officer's ability to deliver effective and efficient service to the community; (ii) avoid driving in the grassed area of parks; and (iii) avoid parking on or over a sidewalk.

Toronto Police encourages officers to patrol parks and other public spaces by utilizing other mobility devices, such as: ATVs, bicycles, and officers on foot patrol.

### *Fire*

Fire Services follow established standard operating guidelines for the safe and effective operation of fire apparatus during both emergency responses and routine travel. All frontline personnel receive comprehensive driver and safety training, including a component focused on defensive driving practices. Staff are also trained in the operation of vehicles used for special events—such as ATVs and golf carts—which may be required to operate off paved surfaces. All vehicle operations are conducted in accordance with the Highway Traffic Act. For incidents occurring in parks or other hard-to-reach areas, staff access the site on foot or coordinate with partner agencies to gain appropriate access.

### *Paramedics*

Toronto Paramedic Services have standard operating procedures around the safe operation of vehicles when driving in both emergency and non-emergency situations. All paramedics undergo driver training and defensive driving techniques and are committed to operating emergency vehicles in a manner that prioritizes patient, paramedic crew and public safety. Paramedics are trained to call for assistance from allied agencies when accessing a patient is an issue.

## **5. Protecting Turf and Trees**

### *Turf*

Most policies and procedures reviewed include measures to protect turf when vehicles drive off paved pathways in parks: all vehicle operators must only drive on surfaces that will support the weight of the vehicle. Further, Parks and Urban Forestry staff, who work frequently in parks, receive specific training to take every reasonable precaution to avoid damage to turf, including not driving on grass during thaw or wet conditions and not driving on sports fields unless required to complete a work project. In the case of third parties operating in parks, the following apply:

- At an on-site meeting prior to granting approval for vehicle access, the Park Supervisor or Urban Forestry representative will review any environmental considerations and determine an appropriate access route and parking area. In natural areas, Urban Forestry contractors may be asked to place heavy duty landscape mats on the ground under vehicles to minimize surface damage where possible and applicable.
- Per the Special Event Vehicle Policy, permission for special event vehicles to park at a site is given on the condition that the area is in suitable condition for such use, based on the Council-approved criteria to determine possible exemptions as part of the special event permit guidelines. In some instances, special event vehicles will be instructed to use plywood to protect the turf when parking for an extended period of time. In the event of poor or wet conditions, vehicles, under any circumstances, are not permitted on grassed areas in the park.

### *Trees*

The Municipal Code Chapter 608-41 protects all trees located in a City park by requiring that work in a park is carried out in accordance with the City's Tree Protection Policy and Specifications for Construction Near Trees and any other standards or conditions imposed or set out by the General Manager.

The policies, procedures, guidelines and best management practices reviewed do not consistently include specific guidance to prevent soil compaction and protect tree health. The procedures that do include such guidance include:

- The Parks and Recreation/Urban Forestry Orientation and Information Guide: Use of Vehicles and Equipment informs staff of the risks to tree health from soil compaction and instructs staff to work carefully around trees to prevent damage to trunks, refrain from driving or parking near trees to prevent soil compaction near roots, and not use motor vehicles in natural areas. This information is included in annual training for Parks and Urban Forestry staff.
- Park Access Agreements include the condition that Contractors and other agreement holders must adhere to the Tree Protection Policy and Specifications for Construction Near Trees and Specifications for Sodding.
- Urban Forestry has additional best management practices for work occurring in natural areas including ravines and Environmentally Significant Areas.

## **6. Alignment with TransformTO: Emissions Reduction**

Environment, Climate and Forestry Division has confirmed that a focus on limiting idling and procuring low emission vehicles aligns with the City's TransformTO Net Zero Strategy. The Toronto Municipal Code Chapter 517 prohibits idling for more than one minute in a 60-minute period and outlines specific exemptions. The Fleet Safety Policy and Procedures inform staff of this bylaw; the PR/UF Orientation and Information Guide: Use of Vehicles and Equipment directs staff to avoid unnecessary idling; and Urban Forestry's supplier orientation package informs contractors of this bylaw. However, other documents for third parties driving in parks (e.g., Park Access Agreements and Special Event Permit Conditions) currently do not address idling. As part of TransformTO and the Sustainable Fleets Plan, Fleet Services Division is working towards transitioning City Fleets to sustainable, resilient, net zero operations by 2040.