

Recommended Parking Requirements for New Development - Accessible, Bicycle, Visitor

Date: January 9, 2025

To: Planning and Housing Committee

From: Chief Planner and Executive Director, City Planning; Executive Director, Development Review

Wards: All

SUMMARY

The recommendations in this report build on work started in 2021 to review the parking standards in the City-wide Zoning By-law 569-2013. These standards were originally adopted by City Council in 2013 and based on a series of studies conducted between 2005 and 2007. The first phase of this review resulted in amendments to the standards for automobile and bicycle parking in 2022, but left comprehensive reviews of accessible parking and bicycle parking for a subsequent phase. City Council directed staff to continue the work to review the accessible parking and bicycle parking standards. They also directed other related work, including a further review of the impacts of the changes to the visitor parking standards.

This report recommends the adoption of a Zoning By-law Amendment to City-wide Zoning By-law 569-2013 (Attachment 1) to modify the current standards for accessible and bicycle parking. Minor modifications to aspects of the visitor parking standards are included. The report also recommends the adoption of updated Guidelines for the Design and Management of Bicycle Parking Facilities (Attachment 2).

The recommended changes to the accessible parking standards advance the Official Plan vision to enable everyone – regardless of age, income, ability, race, ethnicity, gender, or any other attribute – to have convenient and safe access to the range of things that contribute to a good quality of life. It does this by, among other things, introducing a requirement that at least 5% of parking in new developments be accessible. Higher required proportions of accessible parking are recommended at medical offices and clinics, as well as residential developments in Parking Zone A (generally areas within 400m of frequent higher-order transit). To ensure that there is a reasonable supply of accessible parking, including in developments with very low overall parking supply, requirements for accessible parking based on the number of dwelling units or gross floor area of non-residential developments are also recommended. The changes would also simplify the process of retrofitting existing parking spaces to become an accessible parking space. As the City does more to encourage walking, cycling and transit and reduce auto dependence, a greater

proportion of parking will need to be accessible to maintain comparable access for people who rely on accessible parking.

The review of the bicycle parking standards in Zoning By-law 569-2013 and of the Guidelines for the Design and Management of Bicycle Parking Facilities was guided by the principle that the bicycle parking zoning standards should require sufficient parking to encourage people of all ages, abilities and means to bicycle for everyday transportation, recreation, and commercial activity. Throughout the review, the quality of the bicycle parking was considered with greater importance than the quantity of the parking. The recommended changes generally maintain the standards related to the quantity of bicycle parking provided. They also increase the standards for the quality of the bicycle parking and include recommendations to improve quality in the Design Guidelines. Some of the recommendations will reduce requirements which were a barrier to small-scale development or were considered unnecessary. Other changes will introduce flexibility for developers to decide how best to support the growth of bicycling. The recommended changes to the Zoning By-law include:

- Expanding the Payment-in-Lieu of Bicycle Parking Program to all types of bicycle parking for residential use, city-wide;
- Increasing bicycle parking requirements for Education Use, Private School, Public School, Office and Medical Office uses;
- Establishing a bicycle parking standard for Residential Care Home, Retirement Home, Nursing Home and Student Residence uses;
- Introducing bicycle parking requirements for other uses which do not already have them, based on a percentage of the amount of vehicle parking provided;
- Removing the requirement for a minimum of 3 short-term bicycle parking spaces for all uses;
- Reducing the requirements for shower and change facilities;
- Lowering the minimum width requirement of staggered bicycle parking spaces; and
- Introducing new requirements relating to oversized bicycle parking, aisle width, stacked and vertical racks restrictions, and access and paths to indoor bicycle parking.

Although the amount of visitor parking proposed in new development has declined significantly in recent years, most of this decline occurred prior to the work which ultimately resulted in the reduction in minimum visitor parking requirements. Since the reduction in the minimum visitor parking standards did not appear to have a significant effect on the amount of visitor parking supplied in new development, the review does not recommend significant changes to the visitor parking standards. However, the decline in visitor parking is worth exploring further as it plays a role in basic building maintenance functions, can support social inclusion for people and other important functions. Staff will enhance the monitoring program to more fully consider the supply of and demand for visitor parking, and to work across divisions to identify ways to increase the availability of parking for visitors throughout the city, where appropriate.

RECOMMENDATIONS

The Chief Planner and Executive Director, City Planning recommends 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 the accessible, visitor and bicycle parking standards.
2. City Council authorize the City Solicitor to make such stylistic and technical changes to the Zoning By-law Amendment as may be required.
3. City Council rescind the delegated approval and signing authority from the Chief Planner and Executive Director, City Planning and their designate and delegate the approval and signing authority to the Executive Director, Development Review 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.
4. City Council direct the Executive Director, Development Review to use \$538 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.
5. City Council direct the Executive Director, Development Review to use \$1076 per "long-term" bicycle parking space reduced, adjusted for inflation, as the basis upon which payments under Clause 230.5.10.20(1) of Zoning By-law 569-2013, as amended, be calculated.
6. City Council adopt the Guidelines for the Design and Management of Bicycle Parking Facilities, included as Attachment 2 to this report, and direct the Chief Planner and Executive Director, City Planning, and the Executive Director, Development Review, to use the Guidelines in the evaluation of all current and new development applications.
7. City Council direct the City Solicitor, in consultation with the Chief Planner and Executive Director, City Planning Division and the Executive Director, Development Review to explore options to maintain accessible parking standards in Major Transit Station Areas and Protected Major Transit Station Areas.
8. City Council direct the Executive Director, Development Review to continue to apply existing accessible parking standards in Major Transit Station Areas and Protected Major Transit Station Areas.
9. City Council direct the Executive Director, Development Review, in consultation with the Chief Planner and Executive Director, City Planning, to report back to Etobicoke York Community Council before the end of Q2 2025 with a City-initiated draft amendment to City-wide Zoning By-law 569-2013 to apply the new parking standards to any future development on Blocks 2 and 4 in Plan of Subdivision 66M-2265 for 1400 Weston Road.

10. City Council direct the Executive Director, Development Review to require site plan applications related to any future development on Blocks 2 and 4 in Plan of Subdivision 66M-2265 for 1400 Weston Road to be supported by a Transportation Impact Study including a Traffic Operations Assessment which considers the proposed amount of parking.

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.

Recommended changes to the bicycle parking regulations are expected to improve the convenience of cycling for everyday transportation. Cycling is a more affordable means of transportation than automobiles and improving its convenience improves mobility for those unable to afford an automobile.

Recommended changes to the accessible parking regulations are expected to result in more accessible parking being constructed, for it to be available for all uses within a development, and for it to be equipped with electric vehicle supply equipment. The proposed changes also make it easier to retrofit existing facilities to increase the supply of accessible parking spaces.

Recommended expansion of the parking monitoring program will produce data which will be used to assess the impacts of the decline in visitor parking on equity-deserving groups. Visitor parking serves valuable purposes, particularly in areas without good access to automobile alternatives. It allows people to receive guests, particularly ones with mobility impairments which do not meet the eligibility criteria for an accessible parking placard. Contractors and other people providing services to buildings or their occupants (e.g. personal support workers) are more easily able to transport necessary supplies and equipment.

FINANCIAL IMPACT

The Payment-in-Lieu of Bicycle Parking (PILOBP) program was introduced in 2021 to give residential development flexibility to meet its short-term bicycle parking requirements, by making a cash contribution to the expansion of Toronto Bike Share instead of providing the full amount of spaces on site.

The recommendations in this report will serve to expand the program, allowing for greater future contributions to the Toronto Bike Share should developers choose to opt-in. To date, the program has not generated any funds; however, there is an increasing interest given the expanded eligibility and awareness around the program.

City Planning Division estimates that the expansion could generate as much as \$6 million per year, assuming full adoption of the program and residential development activity continuing at the same pace as recent years. Uptake of the program is externally driven, and the actual contributions received are expected to be much lower.

There are no immediate financial implications arising from the adoption of the recommendations in this report. Any funds that are received will be placed in the existing Payment-In-Lieu of Bicycle Parking Reserve Fund for Toronto Parking Authority (TPA) for the purposes of acquisition of new bike share stations and/or bicycles as determined by the TPA. If there are financial impacts in future budget years, it will be included in the subsequent budget submission for the affected Division/Agency.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the information as presented in the Financial Impact section.

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, including bicycle parking spaces were approved without modifications by an Order issued by the Local Planning Appeal Tribunal (LPAT) dated October 3, 2019

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 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 City-wide Zoning By-law 569-2013 (URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH20.4>).

On December 15, 2021, Council adopted Item PH29.3 with amendments, to update automobile parking standards in City-wide Zoning By-law 569-2013 (URL: <http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.PH29.3>). Council also directed the Chief Planner and Executive Director, City Planning to report back to City Council on the approach to minimum requirements for visitor parking in new developments in different contexts within the City.

On July 5, 2022, Planning and Housing Committee requested the Chief Planner and Executive Director, City Planning to report to City Council with an analysis of the impacts of the new parking standards on the amount of visitor parking proposed in new development (URL: <https://secure.toronto.ca/council/agenda-item.do?item=2022.PH35.24>).

On September 6, 2023, Council directed the Chief Financial Officer and Treasurer to develop an implementation plan for a Commercial Parking Levy (URL: <https://secure.toronto.ca/council/agenda-item.do?item=2023.EX7.1>).

On May 22, 2024, Council adopted an Official Plan Amendment and Zoning By-law amendment to facilitate the development of housing on major streets (URL: <https://secure.toronto.ca/council/agenda-item.do?item=2024.PH12.3>).

On May 22, 2024, Council authorized staff to provide comments on Proposed Bill 185 - Cutting Red Tape to Build More Homes Act, 2024, which included the request that the Province require accessible and visitor parking spaces for lands within Protected Major Transit Station Areas (URL: <https://secure.toronto.ca/council/agenda-item.do?item=2024.PH12.7>).

On May 22, 2024, Council requested Transport Canada to regulate micromobility vehicle safety and battery safety requirements, standards, testing and labelling, for point of sale and importation; and in creating those regulations, to consult with key interested and affected parties with expertise in micromobility vehicle design and safety, and universal accessibility. (URL: <https://secure.toronto.ca/council/agenda-item.do?item=2024.IE13.1>).

On June 13, 2024, Planning and Housing Committee requested the Chief Planner and Executive Director, City Planning in consultation with the President, Toronto Parking Authority, to consider the greater need for visitor parking in suburban contexts compared to downtown (URL: <https://secure.toronto.ca/council/agenda-item.do?item=2024.PH13.14>).

At its meeting of July 24 and 25, 2024, Council rescinded certain delegated authorities from the Chief Planner and Executive Director, City Planning and delegated authority to the Executive Director, Development Review (URL: <https://secure.toronto.ca/council/agenda-item.do?item=2024.EX16.20>).

On October 9, 2024, Council directed the Chief Planner and Executive Director, City Planning, to include recommended changes to City-wide Zoning By-law 569-2013 that facilitate the creation of additional accessible parking spaces by providing exemptions to standard parking requirements as part of accessibility retrofit and improvement projects in an upcoming report on parking regulations (URL: <https://secure.toronto.ca/council/agenda-item.do?item=2024.PH15.6>).

POLICY CONSIDERATIONS

Provincial Planning Statement, 2024

The Provincial Planning Statement (PPS), 2024 provides a policy framework for planning and development in the Province. This framework is implemented through a range of land use controls such as official plans, zoning by-laws, plans of subdivision and site plans. The PPS replaces the previous Provincial Policy Statement, 2020, A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019), and other Provincial plans.

The PPS is intended to be read in its entirety and relevant policies are to be applied to each situation. The policies of the PPS 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 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.

The PPS 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 are transit-supportive and support active transportation; optimize existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible; and reduce greenhouse gas emissions. More specifically, it supports the redevelopment of surface parking lots within major transit station areas and the provision of secure bicycle parking.

Accessibility for Ontarians with Disabilities Act, 2005

The Accessibility for Ontarians with Disabilities Act (AODA), 2005 strives to benefit all Ontarians by developing, implementing and enforcing accessibility standards in order to achieve accessibility for Ontarians with disabilities. Although the AODA does not directly address parking, the associated Integrated Accessibility Standards Regulation (IASR) does. The IASR sets minimum standards for the number and dimensions of accessible parking spaces and associated features in off-street parking facilities maintained by obligated organizations.

City of Toronto Official Plan

The City of Toronto Official Plan is the City's primary land use planning document. The Official Plan contains policies which guide where and how Toronto 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.

The City's Official Plan vision is about creating a livable and caring city that meets the needs of every resident. The Official Plan sets out actionable goals to guide decisions on growth and development to 2051, including complete communities, sustainability,

resilience, inclusivity, and reconciliation. It emphasizes the importance of reducing disparities, prioritizing well-being and dignity of all residents, and supporting transit and cycling networks. This vision is supported by policies aimed at reducing auto-dependence and limiting the amount of land occupied by automobile parking. 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, such as automobiles. In order to encourage people to cycle for everyday transportation, recreation and commercial activity, the Official Plan calls for convenient high-quality short-term and long-term bicycle parking facilities to be provided at key locations throughout the city.

Although the Official Plan includes policies to reduce auto-dependence, not everyone is able to make use of all automobile alternatives. To ensure everyone is able to enjoy a good quality of life, the Official Plan also calls for on- and off-street accessible parking spaces to be provided.

City-wide Zoning By-law 569-2013

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. They are not applicable to streets, lanes, etc. Zoning by-laws are the primary method of regulating the provision of automobile and bicycle parking in newly erected or enlarged buildings. City-wide Zoning By-law 569-2013 applies to approximately 95% of properties within the City of Toronto. As some lands are not subject to City-wide Zoning By-law 569-2013, 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 primarily located in Chapters 200 and 230 in Zoning By-law 569-2013. The regulations specific to accessible parking are located in Section 200.15. In addition to parking rates for land uses, these chapters include regulations related to the size and dimensions of parking spaces, their location, and requirements for drive aisles which provide access to parking. Each zone category within City-wide Zoning By-law 569-2013 also contains regulations regarding the use and location of parking spaces.

COMMENTS

In 2021, the City was facing several significant challenges, including a climate emergency, decreasing housing affordability, and increasing demand for mobility. A more strategic, thoughtful management of the parking supply contributes to addressing these challenges. The review of parking standards 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 resulting amendments to City-wide Zoning By-law 569-2013 included removing most minimum parking standards, except for accessible parking and visitor parking in apartment buildings, assisted housing and mixed use buildings. The requirements for accessible parking and visitor parking were maintained at that time to ensure equity needs.

This report provides an update on ongoing work directed by City Council, namely:

- A review of the City's accessible parking standards;
- A review of the City's bicycle parking standards and associated Guidelines for the Design and Management of Bicycle Parking Facilities;
- The establishment of a parking monitoring program, including the impacts of the new standards on the provision of different types of parking in new development;
- A review of the visitor parking requirements in new developments in different contexts within the city and in the different policy areas;
- A review of the City's loading standards; and
- An assessment of whether to apply the proposed parking rates to development at 1400 Weston Road.

The review also includes an update on the City's parking standards in the context of the Commercial Parking Levy being considered by City Council.

The review is being led by City Planning Division, in consultation with Development Review Division and 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 development of a city-wide parking strategy and the Expanding Housing Options in Neighbourhoods initiative.

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

- Simplified accessible parking rates;
- Updated bicycle parking rates;
- Updated guidelines for the design and management of bicycle parking; and
- Expanded payment-in-lieu of bicycle parking.

1.0 Bill 185 and the Provincial Context

Bill 185, Cutting Red Tape to Build More Homes Act, 2024 received Royal Assent on June 6, 2024. Among other things, the Bill prohibits municipal Official Plans and Zoning By-laws from containing minimum parking requirements, except for bicycle parking, in Major Transit Station Areas (MTSA) and Protected Major Transit Station Areas

(PMTSA). The City currently requires parking in various zoning by-laws, including requirements for visitor parking and accessible parking in Zoning By-law 569-2013.

MTSAs and PMTSAs cover approximately 500 to 800 metre radii surrounding existing or planned higher-order transit stops and stations. Given the large number of higher-order transit stops and stations in Toronto, the area affected by the prohibition makes up a large portion of the city. Since 2016, approximately 52% of all development applications collected in Toronto's Parking Monitoring program have been within potential Major Transit Station Area (MTSA) or Protected Major Transit Station Area (PMTSA) boundaries.

Council has adopted over 100 MTSA or PMTSA delineations. However, until the Minister of Municipal Affairs and Housing issues a Decision, none of them exist as a matter of policy. Once delineations are approved, the City will no longer be able to require visitor parking in these areas.

The implications for accessible parking are less clear. Staff are of the opinion that eliminating accessible parking requirements would not be equitable to populations that require accessible parking spaces, as this can affect their ability to participate in the economy, maintain social connections, and partake in everyday life. Staff recommend that the accessible parking standards continue to be applied city-wide while they continue to review the implications of Bill 185 on other legislation, such as the Canadian Charter of Rights and Freedoms, the Ontario Human Rights Code (OHRC), and the Accessibility for Ontarians with Disabilities Act (AODA), and general principles of equity.

2.0 Consultation Summary

An extensive public and stakeholder consultation process was undertaken in support of this review. This included two rounds of public meetings, each consisting of four online public meetings. A summary of these meetings is included as Attachment 3. In addition to notifying all interested parties, advertising for these public meetings was done on a city-wide basis using the City's social media accounts and project webpage.

The first round of public meetings, held in November 2023, had over 60 participants across the four meetings. The second round of public meetings, held in September 2024, had over 90 participants across the four meetings.

Each round of public consultation was complemented by stakeholder meetings. The stakeholders included groups representing the development industry, residents, cyclists, people with disabilities, as well as other organizations interested in parking standards. This includes but is not limited to Cycle Toronto, Building Industry and Land Development Association (BILD), Residential Construction Council of Ontario (RESCON), and Spinal Cord Injury Ontario (SCIO). Each round also included a presentation to the Toronto Accessibility Advisory Committee.

In general, consultation participants were supportive of the proposed changes to accessible and bicycle parking requirements. Several questions and concerns were raised frequently, which have been addressed with refinements to the proposed zoning by-law amendments:

- To address concerns about the complexity of calculating the accessible parking requirement, a simplified calculation is proposed that utilizes either a percentage of provided parking, or a rate per dwelling unit or gross floor area (GFA), whichever results in the higher amount of accessible parking.
- To address concerns about the security and convenience of indoor bicycle parking, additional requirements for long-term bicycle parking are proposed.
- To address concerns about the lack of bicycle parking for non-residential and non-commercial uses (e.g., community centre, manufacturing use, etc.), a minimum rate based on the permitted vehicle parking spaces is proposed for uses without existing bicycle parking requirements.
- To address the demand for having the flexibility to meet residential bicycle parking requirements by contributing to the expansion of Toronto Bike Share, expansion of the Payment-in-Lieu of Bicycle Parking program to all types of residential bicycle parking city-wide is proposed.
- To address concerns that the structure of the visitor parking requirements imposes counterproductive burdens on small-scale development, a reduction in the visitor parking requirement for developments on major streets is proposed.

3.0 Accessible Parking

In December 2021, the Province of Ontario established the Design of Public Spaces Standards Development Committee to review the province's accessible built environment standards in the Accessibility for Ontarians with Disabilities Act (AODA) and the Ontario Building Code. This committee delivered a report to the province recommending a variety of updates which was published on the website of the Ministry for Seniors and Accessibility June 5, 2024.

The Design of Public Spaces Standards Development Committee recommended the following changes related to accessible parking:

- Changing parking requirements to Type A spaces only, which are wider than standard parking spaces and have signage that identifies the space as "van accessible", while Type B spaces have the dimensions of standard parking spaces;
- Clarifying application of standards for off-street parking;
- Increasing parking requirements to reflect current demographic data;
- Requiring enhanced parking requirements for specific sectors (for example, medical facilities, recreational facilities, seniors' residences, cultural centres, etc.);
- Applying parking ratios across multiple parking sites to allow consolidation of the accessible parking spaces close to accessible entrances and ensure parking spaces are located along safe and accessible paths of travel;
- Ensuring Electric vehicle charging stations meet the dimensions for Type A spaces to allow accessible vehicle to be charged;
- Allowing the retrofitting of existing parking spaces to increase accessible parking spaces; and
- Increasing the overhead clearance for accessible parking to 3 meters.

It is unknown whether the Province will adopt these recommendations. The majority of the recommendations are already reflected in City-wide Zoning By-law 569-2013 or are recommended as part of this report.

The exception to this is the standard of overhead clearance height for accessible parking spaces. The City’s current requirement is 2.1 meters. Staff contacted several manufacturers of accessible vehicles, none of which had concerns about their vehicles being able to operate in facilities with a 2.1 meter vertical clearance. A significant portion of the accessible parking in Toronto is provided in parking facilities which have already been built with 2.1 meter vertical clearance and cannot practically be retrofitted. The additional direct cost of the greater vertical clearance, combined with the indirect cost resulting from more of the building volume being occupied by vehicle ramps, are significant impacts which would negatively impact the ability of the City to secure affordable housing. Staff are not recommending a change to the required vertical clearance for accessible parking.

3.1 Trends and Implications

Data related to the need for, and current supply of, accessible parking is limited. Staff reviewed multiple alternative datasets to gather insights which could inform an appropriate rate of accessible parking - population data from the Census, Activity Limitation data from the Census, accessible parking related infractions issued in the City of Toronto, and the number of accessible parking permits in circulation registered to postal codes in Toronto.

By examining the infractions issued for accessible parking spaces (parking or stopping in a designated accessible parking or loading/unloading zone without a valid accessible parking permit), staff can identify that many of the parking-related infractions in 2022 occurred in on-street parking locations, as shown in Table 1 below. This may be due to greater misuse of on-street parking spaces compared to off-street, the greater availability of on-street parking generally, or greater parking officer presence around on-street spaces.

Table 1: 2022 Accessible Parking Infractions in Toronto

Infraction Location	Number of infractions
On-Street	9,255
Off-Street	4,922
Loading Zone	561

Staff obtained data on the active accessible parking permits registered to addresses in Toronto from 2012 to 2022 from the Province. The data were used to explore the change in demand over time and provided valuable insight into the demand for accessible parking permits in the city as a proportion of the population. As seen in Table 2 below, since 2012, the total number of all accessible parking permits (permanent, subject to change and temporary) in circulation has increased by a third, outpacing population growth. The majority of these permits are permanent. As a fraction of the

current population of the City of Toronto, 4% of the population holds an accessible parking permit.

Table 2: Accessible Parking Permits in Circulation in Toronto by Type

Year	# of Permanent Accessible Parking Permits in Circulation	# of Accessible Parking Permits Subject to Change in Circulation	# of Temporary Accessible Parking Permits in Circulation	Total Number of All Accessible Parking Permits in Circulation	Toronto's Population Over 65
2011	-	-	-		377,445
2012	65,749	10,220	3,761	79,730	-
2016	78,163	13,028	4,564	95,755	426,940
2021	79,424	16,714	3,562	99,700	476,990
2022	83,379	18,647	4,653	106,679	-

Toronto remains an attractive city for residents of all ages. Toronto's population continues to increase at a sizeable rate. The City of Toronto's population data collected from the Census between 2011-2021 shows an increase of approximately 7% (179,274 people) over the ten-year period. This can be seen in Table 3 below. Focusing on specific age groups, those 65 and over in that same period increased by 26% (99,545 people). The population of older age groups is expected to continue to grow faster than the total population in the future. While it is not certain that an increase in the population over 65 will result in an increase in the need for accessible parking spaces, it is indicative that the need for accessible parking spaces may be growing. Therefore, establishing a higher minimum requirement for accessible parking spaces would help ensure high levels of access for everyone are maintained in the future.

Table 3: Census data showing different age groups between 2011-2021 in Toronto

Age Group	2011	2016	2021
0-54	1,934,131	1,967,950	1,955,055
55-64	303,500	336,665	362,305
65-100	377,445	426,940	476,990
Total Population	2,615,076	2,731,555	2,794,350

Questions related to activity limitation, by difficulty level and limitation type, were added to the Census in 2016. This data provides insights into difficulties a person may have doing certain activities because of physical, mental, or other health-related conditions or problems. Although the categories of limitation do not perfectly align with the eligibility criteria for an accessible parking permit in Ontario, they are indicative of how large the pool of people eligible for permits may be. As seen in Table 4 below, 5.1% of Toronto's population always experiences a physical limitation when doing different activities.

Taken together, these data suggest that 5% is a reasonable floor for the proportion of parking which should be accessible.

Table 4: Census Data showing Activity Limitation, by difficulty level and limitation type in Toronto

Limitation (alone or in combination with another limitation)	Yes, always, often and sometimes	Yes, always	Yes, often	Yes, sometimes
Seeing	10.8%	4.3%	1.7%	4.8%
Hearing	5.8%	2.4%	1.0%	2.3%
Physical	10.9%	5.1%	1.9%	3.9%
Cognitive	9.9%	4.2%	1.8%	4.0%
Mental health	10.5%	3.8%	1.8%	4.8%
Other: other health problem or long-term condition that has lasted or is expected to last for six months or more	12.8%	7.4%	1.9%	3.5%

As Toronto's population of older adults continues to increase over time, it is expected that there will be a need for more accessible parking spaces both on- and off-street to accommodate those who may have increased mobility challenges. Through City-wide Zoning By-law 569-2013, staff have identified areas to improve the accessible parking environment for those with accessibility needs through the following:

- Updating accessible parking rates in new developments;
- Introducing an Electric Vehicle Supply Equipment (EVSE) requirement for all accessible parking spaces;
- Introducing new language in the zoning by-law to ensure accessible parking spaces are maintained;
- Permitting the retrofitting of existing spaces to create accessible parking spaces; and
- Ensuring accessible parking is allocated to different land uses where multiple uses exist on a lot.

3.2 Accessible Parking Rate Calculation

Prior to 2022, the accessible parking requirement was based on the minimum parking requirement. When most minimum parking standards were removed in 2022, a new method of calculating the accessible parking requirement had to be developed. The new method introduced the concept of "effective parking spaces", which took the place of the former minimum parking requirements. This structure caused confusion and staff recommend replacing it.

Staff recommend a new method for calculating the minimum required number of accessible parking spaces that generally maintains the total accessible parking required at the current level, and in some cases increases the requirement. The proposed method links the minimum number of accessible parking spaces to either the number of dwelling units provided for residential uses or the GFA for non-residential uses, much like the method used to calculate other parking requirements or permissions in the City-wide Zoning By-law. The accessible parking requirement calculation differs from others in that it also sets a minimum percentage of the total number of parking spaces which must be accessible. This percentage does not vary depending on the size of the parking facility, unlike prior accessible parking requirements.

3.3 Accessible Parking Rates

Staff are recommending that multi-unit residential developments located in Parking Zone A be required to provide accessible parking at proposed rate of 0.02 accessible parking spaces per dwelling unit or 7% of the total parking provided, whichever is higher. This recognizes that the parking provision in Parking Zone A is often lower because of the greater access to non-automobile travel modes. These travel alternatives are not as available to people requiring accessible parking. As such, a higher percentage of parking should be accessible, although the total amount of accessible parking is lower.

Staff are recommending the rate for multi-unit residential buildings be 0.025 accessible parking spaces per dwelling units or 5% of provided parking, whichever is higher, for areas not located in Parking Zone A. The 5% value is based on the population of Toronto who currently holds an accessible parking permit, Census data on activity limitation and general population trends as described above.

Staff are recommending rates for non-residential uses that vary by use and range from 0 to 0.05 accessible parking spaces per 100 metres of gross floor area.

Subject to the two exceptions noted below, the proposed minimum number of accessible parking spaces is the higher of either the new formula based on dwelling units or gross floor area, or 5% of provided parking spaces. This approach balances the importance of providing accessible parking spaces for those who require them, with the policy direction to reduce auto dependence which is reflected in removing most minimum parking requirements. The overall goal is to reduce the amount of parking provided, and that, a higher proportion of vehicular parking provided be accessible and designated for permit users.

For industrial uses when storage or manufacturing is involved, the accessible parking rate is proposed to be set at 5% of provided parking, with the recognition that gross floor area may not be directly linked to the number of employees or clients frequenting the space.

For medical offices and clinics, staff recommend the existing requirement that 10% of provided parking spaces be accessible be maintained.

3.4 Electric Vehicle Supply Equipment for Accessible Parking Spaces

Staff recommend that all accessible parking spaces in new developments across all land uses be equipped with an energized outlet capable of providing Level 2 charging. This would allow for the installation of electric vehicle charging stations as the need arises and ensure that people who need accessible parking are able to receive the benefits of electric vehicles.

3.5 Multiple Uses on a Lot

Staff recommend a new clause that would apply to developments where multiple land uses are provided on the same lot. The intent of this clause is that multi-use buildings with parking designated for different uses should calculate the minimum number of accessible parking spaces provided for each use, and no less than the minimum number of required spaces should be provided per use. This will ensure that accessible parking spaces are allocated for each use provided on site, as opposed to the previous approach that allowed accessible parking to be allocated freely within mixed use developments.

3.6 Interpretation of Minimum Parking Space Requirement

Staff recommend introducing a new clause that would allow for the sharing of accessible parking spaces to cover multiple uses. The intent of this clause is to ensure a reasonable amount of accessible parking is provided in lots serving multiple land uses. In addition, this clause provides the option to limit the amount of accessible parking provided while ensuring an appropriate minimum is provided.

3.7 Retrofitting Accessible Parking Spaces

On October 9, 2024, City Council directed staff to recommend changes to City-wide Zoning By-law 569-2013 that would facilitate the creation of additional accessible parking spaces by providing an exemption to standard parking space requirements. Staff recommend a new clause to allow existing parking spaces on a lot to be converted into accessible parking spaces at a ratio of 2:1.

This change would allow existing buildings to adjust their on-site parking as-of-right to increase the accessible parking supply on their respective lots. Staff believe this will reduce potential accessibility barriers by making it simpler, quicker and less expensive to retrofit buildings, including to comply with AODA, by eliminating the need to seek a zoning by-law amendment or minor variance to secure an approval. It will also make it easier for people who choose to age in place to remain in their existing buildings and

retrofit parking spaces, where possible, should they require an accessible parking space.

4.0 Bicycle Parking

The review of the bicycle parking standards in City-wide Zoning By-law 569-2013 and the Guidelines for the Design and Management of Bicycle Parking Facilities was guided by the principle that bicycle parking zoning standards should require sufficient parking to encourage people of all ages, abilities and means to bicycle for everyday transportation, recreation and commercial activity. As with accessible parking, data on bicycle parking supply, demand and utilization is limited. Significant effort was put into gathering public input and new data to inform the review.

4.1 Bicycle Parking Public Survey

During the first round of public meetings, an online survey was launched to gather public and industry opinion about Toronto's bicycle parking. The survey was available through the project website in November and December 2023, and it received nearly 160 complete responses.

According to the survey respondents, the security of bicycle parking (e.g. fear of bicycles being stolen) is the dominant factor affecting a person's decision to use (or not use) a bicycle. Other important factors include the availability of bicycle parking, easy-to-use bicycle racks, access to bicycle parking areas, safety, and cost.

Generally, the survey indicates a demand for higher quality bicycle parking in Toronto. This includes, but is not limited to, prioritizing design functionality over aesthetics, providing larger spaces for large bicycles, ensuring sufficient space between bicycles and walls, providing bicycle parking or Bike Share options on major streets and at transit stations, and creating bicycle-friendly buildings.

4.2 Utilization Data Collection and Resident Survey

To gain a better understanding of the current bicycle parking utilization in Toronto, on-site data collection was performed at 20 mid- to high-rise predominantly residential (apartment or mixed use) buildings across the city. The data collection was undertaken by a consultant in August 2024. Each building was visited twice in the same 24-hour period on a weekday; once during working hours (10 a.m. to 3 p.m.) and once at night (11 p.m. to 3 a.m.). Careful consideration was given to the selection of building locations to reflect geographic representation (e.g. a good mix of Community Council Districts and Bicycle Zones), various bicycle parking configurations, and different proximity to higher-order transit stations. A detailed report is included as Attachment 4.

The results indicate the current bicycle parking demand is well below the City-wide Zoning By-law 569-2013 bicycle parking requirements. For this exercise, the bicycle parking utilization is calculated as the observed number of bicycles divided by the hypothetical number of bicycle parking spaces (i.e., the amount that would have been provided if the building was developed in compliance with City-wide Zoning By-law 569-2013). Except for two buildings, the utilization rates of long-term (resident) and short-

term (visitor) bicycle parking are both below 50%. In addition, the active usage of long-term and short-term bicycle parking is below 5% on the survey day for most buildings. The active usage is calculated as the difference between bicycle parking utilization during working hours and at night. Other important observations are summarized below:

- Buildings located closer to higher-order transit stations tend to have lower bicycle parking utilization.
- Horizontal bicycle parking has a higher utilization than stacked and vertical bicycle parking. Where stacked racks were provided, the lower rack had a higher utilization than the upper rack.
- There is no significant difference in bicycle parking utilization between condominiums and rental apartments.
- There is no difference in bicycle parking utilization between Bicycle Zone 1 and Bicycle Zone 2.

The data collection was supplemented by an online resident survey, which was distributed by property managers to the residents at the same buildings where on-site data collection was conducted. The resident survey received nearly 200 complete responses. According to the respondents, fear of bicycle theft is the dominant concern about bicycle parking at their buildings, regardless of whether they owned a bicycle or not. Over 60% bicycle owners parked their bicycles in a designated room with a door which restricted access to bicycle users or residents. For bicycle owners, there are additional concerns about the bicycle parking design, such as inconvenient access and path, difficulties with stacked or vertical racks, and handlebar conflicts due to insufficient space.

Based on the utilization data collection and the resident survey, the quantity of bicycle parking in Toronto is more than sufficient for both current and potential residential cycling demand. To encourage more people to bicycle, the quality of bicycle parking needs to be improved, such as by solving major concerns relating to security and convenience.

4.3 Recommended Changes to Bicycle Parking Standards

As a result of the bicycle parking review, several changes to the City-wide Zoning By-law 569-2013 bicycle parking requirements are recommended (Attachment 1). These changes are expected to:

- Ensure sufficient bicycle parking to meet equity needs and align with North American standards;
- Reduce costs of development and remove barriers for small-scale developments;
- Address gaps in the existing bicycle parking requirements;
- Provide flexibility to residential developments and support the expansion of the Toronto Bike Share system;
- Improve the user experience of bicycle parking; and
- Create a bicycle-friendly environment that attracts more bicycle users.

Bicycle parking requirements should account for the needs of not only residents but also visitors and employees. By definition, long-term bicycle parking spaces are designated

for use by the occupants or tenants of a building and short-term bicycle parking spaces are designated for use by visitors to a building. The details of the recommended changes are discussed further below.

To ensure sufficient bicycle parking is provided for meeting equity needs and aligning with North American standards, staff are recommending to increase short-term bicycle parking rates for education use, private school, and public school uses; increase long-term bicycle parking rates for office and medical office uses; and establish bicycle parking rates for residential care home, retirement home, nursing home, and student residence uses. This recommendation is based on the desire to promote cycling for everyday use and a jurisdictional scan of twenty North American cities, the findings of which indicate the City's current standards are below those of comparable municipalities. Additionally, a bicycle count analysis was completed based on the data from the Toronto Catholic District School Board for about 200 schools. The results support an increase of the short-term bicycle parking rates for schools city-wide to better suit the estimated bicycle parking needs.

To reduce costs of development and remove barriers for small-scale developments, staff are recommending removing the minimum 3 short-term bicycle parking spaces requirement, introducing a minimum width requirement for staggered bicycle parking, and reducing the shower and change facilities requirement. The recommendation to removing the minimum 3 short-term bicycle parking spaces requirement applies to all uses in Table 230.5.10.1(1) in Chapter 230 – Bicycle Parking Space Regulations of Zoning By-law 569-2013, which will be replaced with a rate per floor area. It is expected to provide more flexibility for small-scale developments since a minimum of 3 short-term bicycle parking spaces may not be suitable for all uses. Additionally, the long-term bicycle parking rates for these uses are already based on floor areas exclusively; thus this recommendation will enhance consistency in bicycle parking requirements. Staggered bicycle parking has become common in recent development applications. This type of bicycle parking is currently not recognized in the City-wide Zoning By-law and typically requires a zoning by-law amendment or minor variance application. Staff recommend introducing a description of staggered bicycle parking and its corresponding minimum width requirement to reduce the number of minor variance applications while ensuring appropriate spacing is provided between adjacent bicycles to avoid handlebar conflicts. For the shower and change facilities requirement, staff are recommending reducing the rate by half by adopting gender-neutral facilities.

To address gaps in the existing bicycle parking requirements, staff recommend minimum bicycle parking rates be established for uses which do not already have them. It is often challenging to estimate the bicycle parking demand based on floor area for these land uses (e.g., warehouse, manufacturing uses, etc.), but it is essential to provide sufficient bicycle parking at such land uses considering the increasing demand to bicycle to different destinations. Based on the 2021 Census, the typical number of bicycle commuters is approximately 10% of the number of auto commuters. Therefore, the minimum bicycle parking rate is recommended to be 10% or 15% of the vehicle parking spaces depending on the Bicycle Zone it is located in. This recommendation will provide people with the ability to park their bicycles at various destinations and enable them to switch to cycling from driving.

To provide more flexibility to residential developments and support the expansion of the Toronto Bike Share system, staff recommend expanding the Payment-in-Lieu of Bicycle Parking (PILOBP) Program to all residential bicycle parking city-wide. Under the existing program, any new or expanded residential development located in Bicycle Zone 1 can 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. The recommendation is to expand the PILOBP program so that any new or expanded residential development in Bicycle Zone 1 and Bicycle Zone 2 can receive relief for up to 50% of their short-term and/or long-term bicycle parking requirements.

Based on the findings of the on-site data collection, both long-term and short-term bicycle parking utilization rates are below 50% city-wide. Therefore, a development taking full advantage of the 50% reduction would reduce their short-term and/or long-term bicycle parking requirement to a level that still meets current and potential bicycle parking demand.

During the consultations, developers expressed concerns about the low utilization of existing bicycle parking facilities and raised inquiries regarding the possibility of reducing bicycle parking rates (rather than maintaining the rates and expanding the PILOBP program). As a response, staff emphasized the intent is to encourage people to adopt bicycle use for not only recreation, but also utilitarian purposes, and that bicycle usage is expected to continue growing over time. While the data collection aimed for geographic representation and varied bicycle parking configurations, the relatively small sample size may not accurately represent typical usage patterns in the city. Additionally, the observed bicycle parking utilization does not reflect the expected usage in the future since the quality of existing bicycle parking is often poor. Expanding the Bike Share system through the PILOBP program is considered an alternative way to promote bicycling as it solves critical concerns about bicycle parking with its unique advantages (e.g. theft and vandalism protection, convenient access at street level, etc.). Staff recognize that Bike Share is not an adequate substitute for all bicycle trips. Thus, the reduction is recommended to be no more than 50% of the bicycle parking requirements.

With the adoption of this change, requests for reductions in short-term and long-term bicycle parking for residential uses in any Bicycle Zone should no longer be considered minor variances. The recommended contribution per long-term bicycle parking space reduced is \$1076, indexed to inflation; and the contribution per short-term bicycle parking space reduced is recommended to remain unchanged at \$538 in 2024, indexed to inflation. The contributions have and will continue to support the expansion of the public bike share system by acquiring new bike share stations and bicycles. The expansion of Bike Share will facilitate the use of bicycles for short trips and multi-modal trips and will support the continued rapid growth in ridership of Bike Share. The program will be monitored, and the fee adjusted to ensure a reasonable level of uptake. If the program is successful, new uses could be added to the program over time, or the permitted use of the funds could be extended to other forms of bicycle infrastructure.

Since the PILOBP program was created, the City has gone through an organizational change which consolidated development review functions in the new Development

Review division. In support of this change, certain development review related authorities which were previously delegated to the Chief Planner position have been rescinded and instead delegated to the Executive Director, Development Review, and other staff as appropriate. Staff recommend changing the delegated authority related to the PILOBP program as part of this report to further support the consolidation of development review-related authorities within the new division.

To improve user experience of bicycle parking, staff are recommending limiting the provision of stacked and vertical racks, implementing minimum aisle width requirements, and requiring oversized bicycle parking spaces. The recommendation to restrict stacked and vertical bicycle parking spaces is based on the numerous complaints received during public consultations and the observed preference for horizontal racks during on-site data collection. The requirements will ensure a proportion of the long-term bicycle parking spaces are provided as horizontal and make bicycle parking convenient for people of all ages, abilities, and means to bicycle. The recommendation to introduce minimum aisle width requirements is expected to ensure appropriate spacing is provided between racks or within the bicycle parking area for people to maneuver bicycles and operate racks without restriction. Requiring oversized bicycle parking spaces is recommended to support the rising demand for extra-large bicycle and attachments (e.g. cargo bicycles, bicycle trailers, etc.) to promote cycling for daily activities and support the development of vertical communities, as outlined in the City's Growing Up Urban Design Guidelines.

To create a bicycle-friendly environment that attracts more bicycle users, staff recommend introducing requirements for bicycle access to indoor bicycle parking areas. The recommended provision of a direct and unobstructed path for bicycle access between streets and indoor bicycle parking areas will ensure the bicycle parking areas are easily accessible from the street level.

In this phase of work, no recommendation is made regarding electric bicycle parking and charging. Earlier this year, the Toronto Fire Chief wrote to both Health Canada and Transport Canada, requesting that they address the challenges being created as a result of the lack of Canadian regulations for lithium-ion batteries, in light of the significant public fire safety and firefighter safety risks that are the result of these batteries failing. This inter-governmental effort remains ongoing and is being supported by various Fire Chief and Fire Service Associations across North America, including the Ontario Association of Fire Chiefs, the Canadian Association of Fire Chiefs, the International Association of Fire Chiefs, and the Metropolitan Fire Chiefs Association. Given the increasing use of electric bicycles, action on battery safety is critical. Staff will reconsider whether to make recommendations related to electric bicycle parking and charging in the future.

In addition to electric bicycle parking, staff also reviewed and consulted about bicycle parking at transit stations. The provision of bicycle parking at public transit stations is important for supporting multi-modal trips and promoting cycling to transit as an alternative to driving. Staff in City Planning are currently working on the development of Transit Design Guide, a living document that serves as a tool and resource to aid in the design and development of rapid transit projects and infrastructure across the city. Each component or element of a transit project will be taken into consideration, including

bicycle parking facilities. Staff will continue supporting the development of the Transit Design Guide to ensure it provides sufficient guidance on implementing bicycle parking facilities at transit stations.

4.4 Recommended Changes to Bicycle Parking Design Guidelines

The City's draft Guidelines for the Design and Management of Bicycle Parking Facilities ("Design Guidelines") was released in May 2008 and never formally adopted. Staff are recommending an update, presented as Attachment 2, as changes in bicycle parking demand necessitate a re-evaluation to ensure the guidelines remain relevant, effective and aligned with best practices. The updated Design Guidelines are intended to provide a framework for the development of high-quality bicycle parking facilities. With a focus on accessibility, convenience, safety and security, the updated Design Guidelines offer comprehensive recommendations for the design, construction, and management of high-quality bicycle parking facilities on private properties, public rights-of-way, and at transit stations. In addition, the Design Guidelines include operational recommendations, retrofitting strategies and a summary of existing City policies that support the development of high-quality bicycle parking facilities.

The Design Guidelines make recommendations for high-quality bicycle parking which go beyond the minimum requirements established in City-wide Zoning By-law 569-2013. For example, the City-wide Zoning By-law regulates the minimum dimensions of an oversized bicycle parking space, while the Design Guidelines include recommended rack designs for locking oversized bicycles and recommended ramp designs for carrying oversized bicycles. Considering that many useful design features of bicycle parking are difficult or inappropriate to regulate through city-wide zoning by-law requirements, the update of the Design Guidelines was completed with the goal to include comprehensive recommendations for critical design features.

The significant changes to the Design Guidelines include:

- Recommendations for design features of bicycle parking areas, including racks, proximity to entrance, controlled access, capacity, spacing, access, path, lighting, weather protection, maintenance facilities, and shower and change facilities.
- Recommendations for design considerations in different bicycle parking configurations, including indoor parking areas, outdoor parking areas, bicycle lockers, and bicycle cages.
- Recommendations for the design of bicycle parking at transit stations, such as capacity, location, weather protection, access, and wayfinding.
- Recommendations for site designs, such as ramps, elevators, multiple entrance, integration with other site elements, safety and security features.
- Recommendations for the management and retrofitting of bicycle parking facilities.

The updated Design Guidelines will serve as a reference for developers and staff to use for integrating high-quality bicycle parking facilities into developments. Through the adoption of the recommended best practices, it will create a safe, comfortable, and bicycle-friendly environment that encourages people of all ages, abilities and means to bicycle for everyday transportation, recreation and commercial activity.

5.0 Monitoring Program

The Parking Monitoring Program was established to better assess the City's parking needs and impacts of various parking related policy changes. The monitoring program focuses on understanding the impact of the recent removal of most minimum requirements for off-street parking provision in new developments. Since no large apartment or mixed use developments have been completed under the new parking standards, the focus of the monitoring has been on the amount of parking proposed in development applications. The main findings of the monitoring program are discussed in Attachment 5 and are summarized as follows:

- The majority of applications submitted are proposing parking within the limited minimums and new maximums.
- Despite a gradual decrease in resident parking since 2016, resident parking is still being proposed and has not changed significantly since 2022.
- Visitor parking has decreased gradually over time and has stabilized since the requirements were reduced. The frequency of visitor parking being proposed within a pool of parking shared with other land uses on a lot is increasing.
- The proportion of accessible parking being proposed city-wide has increased, since the policy changed in 2022.
- The general adoption of EV parking has lagged in comparison to the requirement introduced in 2022; however the adoption rate has increased year-over-year.
- Since the policy change, long-term bicycle parking fluctuated year-over-year, while short term bicycle parking has generally increased city-wide.
- The Payment-in-Lieu of Bicycle Parking Program has not seen much uptake; however, interest in the program exists, especially in areas where it currently does not apply.

5.1 Monitoring Next Steps

The parking monitoring program has primarily focused on the supply of both vehicle and bicycle parking proposed or built in development applications in Toronto. While this data has been valuable to understand the impacts of the new parking standards, it does not reveal anything about the utilization of the provided parking spaces. Usage data will help inform whether the current policies with limited parking minimums and extensive parking maximums is resulting in desirable outcomes, particularly whether appropriate amounts of accessible parking, residential visitor parking, and other parking spaces are being provided across the city. In addition, the data will help identify whether there are likely to be additional pressures on-street because of a lack of parking being provided off-street in developments.

6.0 Visitor Parking

City Council directed staff to assess the effect of the new parking standards on the provision of visitor parking in new development. Although the amount of visitor parking proposed in new development has declined significantly in recent years, the Monitoring Program found that most of this decline occurred prior to 2021 when the review of parking standards began. This pattern indicates that the former visitor parking standards were not effective in securing visitor parking.

Visitor parking serves valuable purposes, particularly in areas without good access to automobile alternatives. It allows people to receive guests, particularly ones with mobility impairments which do not meet the eligibility criteria for an accessible parking placard. They also enable contractors and other people providing services to buildings or their occupants (e.g. personal support workers) to more easily transport necessary supplies and equipment. People do not typically pay attention to visitor parking when they are choosing a place to live, so the negative impacts of its absence may not be noticed for some time.

There are also downsides to the provision excessive visitor parking. As with other parking, it is expensive for developers to provide, especially for small-scale developments which may not otherwise need to provide parking. Visitor parking is generally a common element, the cost of which is recouped through rents or building maintenance fees as opposed to sales of parking spots. It is also not required or used by all building occupants, introducing a risk that residents with lower income will subsidize individuals with higher income.

In this context, staff do not have sufficient information to recommend extensive changes to the visitor parking standards. However, given the limited options available to expand the visitor parking supply after developments start construction, it is worth exploring further what can be done to ensure the decline in visitor parking does not negatively impacting the livability of Toronto.

Staff recommend an expansion of the parking monitoring program to collect data on the utilization of visitor parking spaces in different types of buildings in different areas of the city, as well as the utilization of on-street parking in the vicinity of the buildings. Staff in City Planning will continue to collaborate with staff in Transportation Services on the City-Wide Parking Strategy and look for ways to increase the availability of parking for visitors on-street or in Toronto Parking Authority lots throughout the city, where appropriate.

In a limited context, staff recommend changes to the visitor parking requirements. Recognizing that housing is essential to the inherent dignity and well-being of people, the City has been pursuing the HousingTO 2020-2030 Action Plan. In support of this plan, Council recently made changes to the Official Plan and City-wide Zoning By-law 569-2013 to better enable the development of townhouses and small-scale apartment buildings on lots designated as neighbourhoods and abutting a major street, as shown on Official Plan Map 3.

Through public consultation staff became aware of the barrier that visitor parking represents to achieving the objectives of the Housing Action Plan. The current visitor parking requirements for apartment buildings and mixed use buildings is two (2) spaces plus additional spaces based on a rate per dwelling unit, which varies depending on the location of the development. The fixed requirement for two (2) visitor spaces, and associated drive aisle, has the effect of discouraging small-scale development.

To further support the development of small-scale apartment buildings, staff recommend reducing the visitor parking requirement for apartment buildings with 60 or

fewer dwelling units on lots designated as neighbourhoods and abutting a major street, as shown on Official Plan Map 3, to one (1) visitor parking space.

7.0 Loading Standards

Staff conducted an internal survey with City Divisions to understand whether changes to the loading standards in City-wide Zoning By-law 569-2013 would be appropriate as part of this review. There was no evidence to suggest that loading standards need to be amended. Internal stakeholders did not raise any concerns regarding the existing standards, nor did they identify any aspects of the standards for which applicants frequently seek Zoning By-law Amendments or minor variances. Staff also did not hear significant concerns from other interested parties. The standards will be maintained and monitored going forward.

As a part of the internal survey, staff also provided feedback on potential requirements for vehicular pick-up/drop-off spaces. Pick-up/drop-off activities have increased significantly. They tend to be short duration, making enforcement difficult. They also tend to be extremely time sensitive resulting in them often occurring on-street, even where off-street facilities exist. This has placed additional pressures on curbside space. While Toronto's Curbside Management Strategy has partially addressed this, the challenge still exists.

To partially address this still evolving activity, staff are incorporating consideration for pick-up/drop-off areas into the Transportation Impact Study (TIS) Guidelines. Transportation Impact Studies are required for most large developments and developments proposing amendments to the Official Plan or Zoning By-law(s). Staff believe the need for dedicated pick-up/drop-off areas is influenced by the parking provision in a development, with developments with less parking usually having higher demand for pick-up/drop-off space. The TIS Guidelines update is expected to incorporate this consideration. The effect of different pick-up/drop-off treatments in new development will be explored as part of the expanded monitoring program.

8.0 1400 Weston Rd

Assessments of proposed changes to zoning by-law parking standards for specific sites are best conducted as part of the usual development review process. The changes to the parking standards implemented in 2022 are limited to the City-wide Zoning By-law 569-2013. Some lands are excluded from the City-wide Zoning By-law and remain subject to the former municipal zoning by-laws. Other lands are subject to site-specific zoning requirements. Zoning by-law amendment applications to change the vehicle parking requirements must be supported by Transportation Impact Studies to understand the full transportation impacts of a development.

As part of 2021.PH29.3, City Council requested the Chief Planner and Executive Director, City Planning to complete the assessment of whether to apply the proposed parking rates to any future development on Blocks 2 and 4 in Plan of Subdivision 66M-2265 for 1400 Weston Road. 1400 Weston Road is subject to Official Plan Amendment 1120-2001 (City of York, Amendment #160) and By-law Amendment 1121-2001.

A Site Plan application for 300, 310, 320, and 330 Sidney Belsey Crescent has been submitted and circulated, and was officially deemed complete as of August 7, 2024. The site (Block D, approximately 2 hectares) is designated as Block 4 on Registered Plan 66M-2265 and has site-specific zoning permissions under Zoning By-law 569-2013, specifically Exception RA 445 (Section 16(306) of the former City of York By-law 1-83). The proposed plan includes four residential rental apartment buildings, totaling 1,239 units.

According to City-wide Zoning By-law 569-2013, Exception RA 445, which references Section 16(306) of the Former City of York Zoning By-law 1-83, Clause 12(a), the parking requirement is as follows:

- 1 parking space per dwelling unit
- 1 visitor parking space for every 4 dwelling units

This results in a minimum requirement of 1,548 parking spaces (1,239 for residents and 309 for visitors) for the site. The proposed plan includes 1,262 parking spaces, 286 parking spaces fewer than required by the site-specific zoning by-law.

If the site was subject to the general parking requirements in City Wide Zoning By-law 569-2013 (i.e. if Exception RA 445 was not applicable), the development would only be required to provide 64 visitor parking spaces and would not be permitted to provide more than 1,278 parking spaces. In that case, the proposed parking supply would be within the permitted range.

Given that the proposed parking provision does not conform with the applicable site-specific zoning by-law exception, a zoning by-law amendment or minor variance is required. The proposed amount of parking is better aligned with the City's current policy objectives, in that the proposed parking provision, while still substantial, is within the amount permitted by the new standards and only slightly less than the maximum. As such, based on the information available, staff would have no concerns with a zoning change or minor variance application to reduce the amount of parking required for the development to the amount proposed.

Staff recommend that Development Review staff bring a City-initiated draft zoning by-law amendment to apply the new parking standard to Etobicoke York Community Council by Q2 2025. Consistent with the approach for other similar developments, staff recommend that site plan applications related to any future development be supported by a Transportation Impact Study including a Traffic Operations Assessment which considers the proposed amount of parking to demonstrate that the travel demand generated by the development can be accommodated by the transportation system.

9.0 Impact of Commercial Parking Levy

The transition from an automobile-dependent city to one that increasingly relies on walking, cycling and transit will be a gradual process occurring over many years. Removing minimum parking requirements from Zoning By-law 569-2013 was intended to support this transition.

Removing the minimum parking requirements, without other requirements to maintain existing parking, would introduce a risk of sudden parking shortfalls being created by a property owner unilaterally removing substantial amounts of parking. In such cases, the City may not be able to adjust to the change by quickly improving access to automobile alternatives. The disruption resulting from such sudden changes was seen as greater in residential contexts where residents may be more dependent on the existing mobility options.

To mitigate the risk of sudden parking short-falls, regulation 200.5.10.11(1)(C) was introduced to City-wide Zoning By-law 569-2013 when the minimum parking requirements were removed which restricts developments from reducing their existing parking supply.

One of the objectives of introducing a commercial parking levy is to reduce the parking supply and thereby encourage people to consider other modes for their travel. This objective cannot be easily achieved while regulation 200.5.10.11(1)(C) is in place in its current form. Staff recommend amending the regulation so that it only applies to residential developments. Removing the requirement to maintain parking from non-residential developments while maintaining the requirement for residential developments provides a balance between allowing the policy objectives of a commercial parking level to be achieved and mitigating the risk of disruption from sudden parking shortfalls, particularly in the more disruptive residential context. The necessary Zoning By-law Amendment to make this change is included in Attachment 6.

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ATTACHMENTS

Attachment 1: Draft Zoning By-law Amendment

Attachment 2: Guidelines for the Design and Management of Bicycle Parking Facilities

Attachment 3: Consultation Summary Report

Attachment 4: Bicycle Parking Utilization Data Collection Report

Attachment 5: Monitoring Program Report

Attachment 6: Draft Zoning By-law Amendment for Commercial Parking