Review of Parking Requirements for New Developments

Parking Monitoring Program

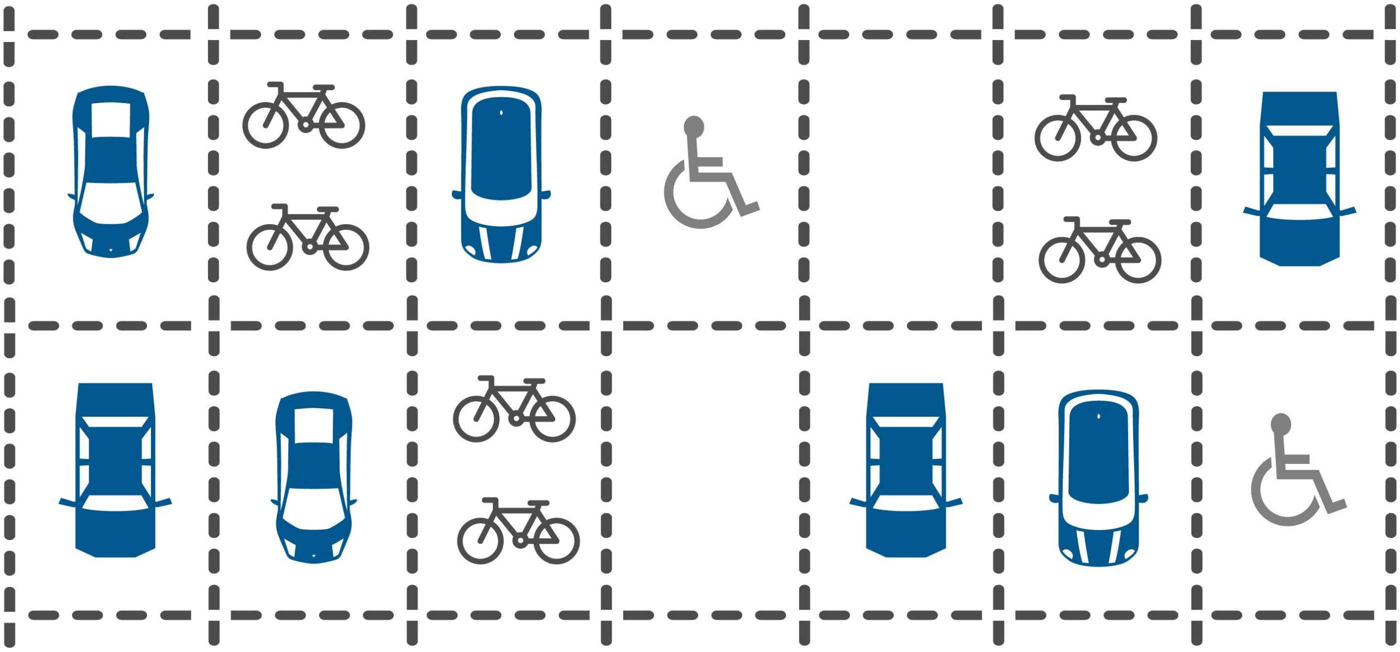


Table of Contents

Background

City Council approved the removal of parking minimums in majority of land uses in new developments in Toronto, except for visitor parking and accessible parking. As a result of removing parking minimums, the city introduced parking maximums permissions to ensure adequate parking is constructed in areas of the city. In addition, Council directed staff to establish a monitoring program. The intent of the program was to aggregate data from different sources, routinely look for insights across related datasets to better assess the City's parking needs and impacts of various parking related policy changes. The Monitoring Program collected data between 2016 and 2024 to capture the evolution of parking in new developments.

Overall Impacts of Policy Changes

Prior to the removal of parking minimums in 2022, the parking supply that was being approved/built in Toronto was less than what was required in the former Zoning by-law. For example, of the projects with at least one planning approval in the 2019 Q4 development pipeline for which automobile parking requirements could be easily determined, 46% (473 of 1033) were approved with parking levels below the minimum parking standards in Zoning By-law 569-2013.

Following the removal of parking minimums, and the introduction of parking maximums, most applications submitted after July 2022 fit within the limited minimums and new maximums. Only 17% of applications submitted after July 2022, proposed parking that does not fit within the new requirements. Of these selected applications less than ten are proposing more than the permitted maximums in the zoning-by-law. These applications are typically found in the Parking Zone: Rest of the City and are spread across the city. The remaining applications in this category are providing little to no parking on site. These development applications are typically located in Parking Zone A or B, which reflect greater access to transit and may provide enough alternatives to the automobile to justify zero parking on-site.

Resident Parking

Toronto’s parking supply for residents in new developments has seen a decline since 2016 as show in Table 1 below. Between 2016 and 2021, the average resident parking per unit consistently declined, with the biggest decrease in the resident parking ratio occurring in 2021. This suggests that prior to removing parking minimums, applicants were already receiving approvals to build less parking than required and that the former parking standards were too restrictive. The approach of the new parking standards is to allow only the maximum amount of automobile parking reasonably required for a given use and to avoid minimums except where necessary to ensure equitable access, such as for accessible parking or in areas which would be difficult to serve with transit.

Table 1: Average Resident Parking Per Unit by Year City-wide

Year	Average Resident Parking Per Unit
2016	1.08
2017	0.89
2018	0.81
2019	0.66
2020	0.59
2021	0.36
2022a (First Half of 2022)	0.43
2022b (Second Half of 2022 after Zoning By-law changes came into effect)	0.32
2023	0.32
2024	0.31

The resident parking ratios proposed in applications that came in after the new requirements came into force on July 22, 2022, have been relatively stable, averaging 0.32 parking spaces per residential unit. Staff have observed some residential applications which propose very little or no parking, however, these applications are typically for development in walkable neighbourhoods well served by transit.

Visitor Parking

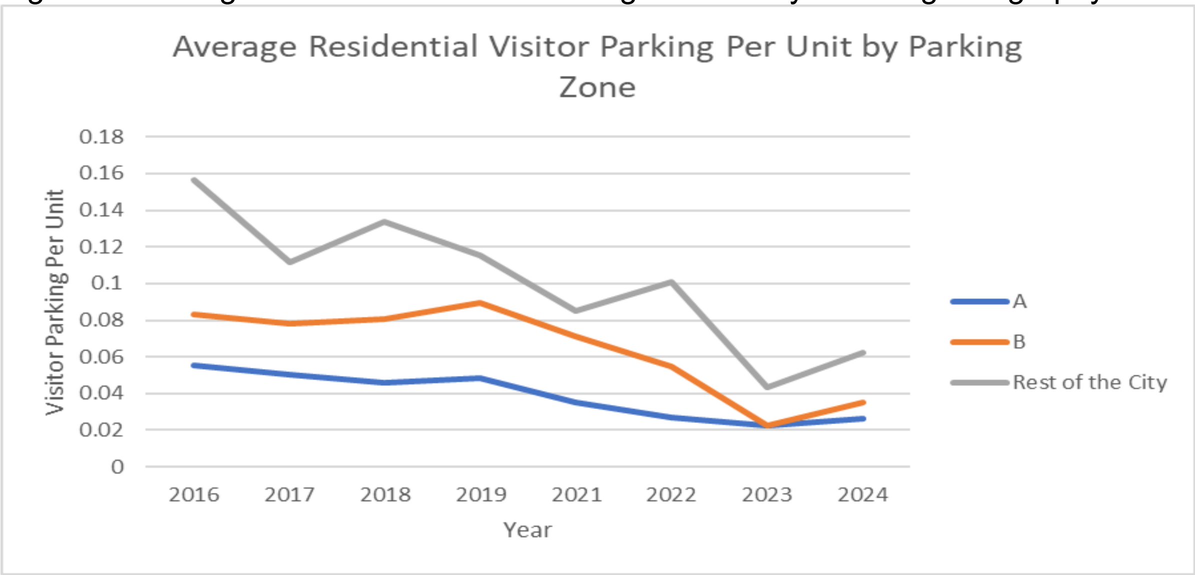
Although most minimum parking requirements were removed in July 2022, the requirement to provide residential visitor parking was maintained. As with resident parking, the amount of visitor parking proposed in new development was declining prior to the removal of most minimum parking requirements, as seen in Table 2 below. In 2016, the average residential visitor parking per unit was 0.11. In 2022, when the current policy came into effect, the rate had decreased to 0.05 spaces per unit. Between 2023 and 2024 the rates settled around 0.03 spaces per unit.

Table 2: Average Residential Visitor Parking Per Unit City-wide

Year	Average Residential Visitor Parking Per Unit
2016	0.11
2017	0.08
2018	0.09
2019	0.07
2021	0.06
2022	0.05
2023	0.04
2024	0.03

The reduction in visitor parking is most pronounced in areas well served by transit, while the amount of visitor parking proposed for developments in inner suburban-type areas of the city has not declined as much. This can be seen in Figure 1 below. Parking Zone A represents areas in the city-well served by transit and generally reachable within a ten-minute walking radius. Between 2022 and 2024 the average residential visitor parking per unit in PZ A is approximately 0.03, while PZ B and Rest of the City are averaging 0.04 and 0.07 respectively.

Figure 1: Average Residential Visitor Parking Per Unit by Planning Geography



To better understand the residential ratio of resident to visitor parking being provided/proposed in the city, Figures 2 and 3 depict a histogram showing this distribution on how frequently the residential to visitor parking ratio occurs in developments. Each bar in the histogram represents a range of ratios, with the height of the bar indicating how many instances fall within that range. As seen in Figure 2, applications between 2021 and 2024 are providing parking ratios where zero visitor parking is being proposed/provided on site in comparison to resident parking. The more common ratio being provided is a range between 4-6 resident spaces for every one visitor space.Figure 2: Distribution of the Ratio of Resident to Visitor Parking Spaces City-wide

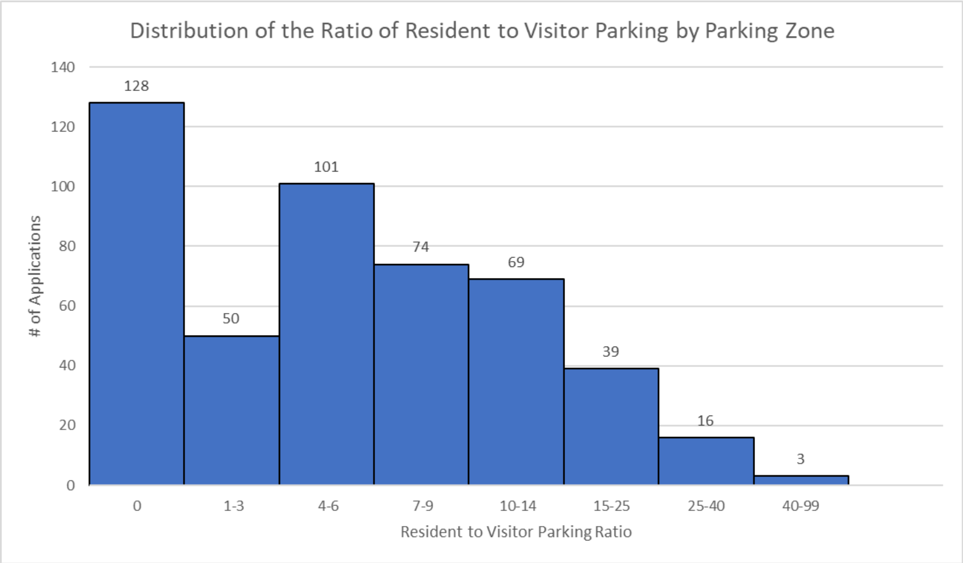
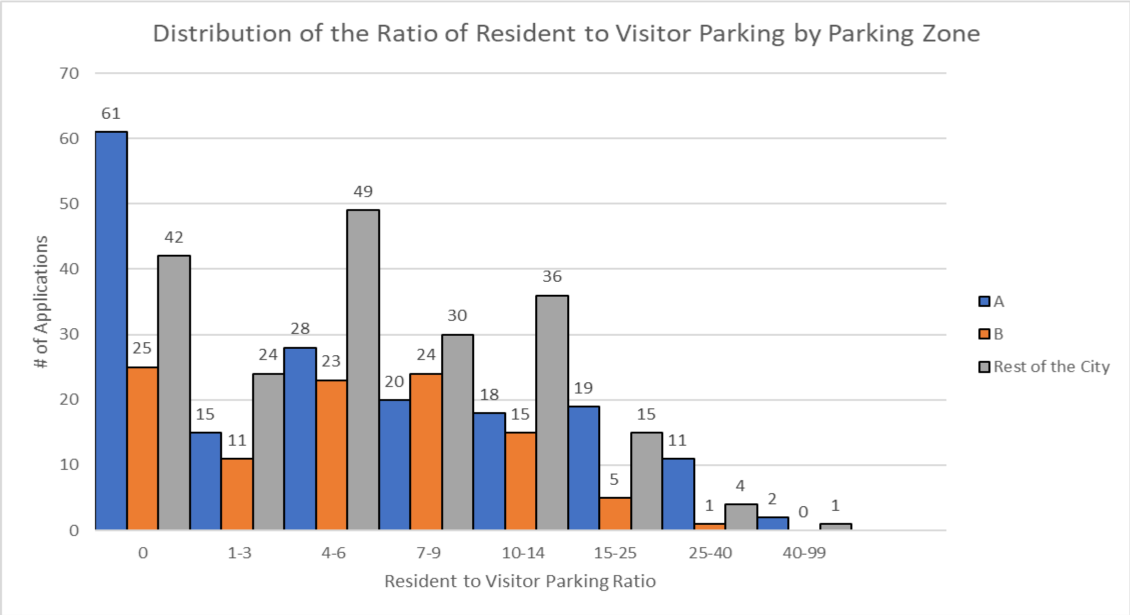


Figure 3: Distribution of the Ratio of Resident to Visitor Parking by Parking Zone



In addition, a general trend observed with visitor parking is that applications for mixed-use development are increasingly proposing that parking spaces for residential visitor parking and non-residential parking be shared. In scenarios where residential and office uses co-exist, Staff do not believe this would negatively impact the availability of visitor parking when it is most in demand, as occupancy times for the two uses typically do not overlap. In situations where retail and residential uses co-exist, there may be a challenge in ensuring sufficient parking is available to those who are accessing the different uses as the occupancy times have a greater degree of overlap.

Accessible Parking

Accessible parking requirements were also maintained when most minimum parking requirements were removed, albeit based on a new formula. The new formula was required given the former accessible parking requirements were framed as a proportion of the minimum parking requirements.

Staff observed applications starting in 2021 where accessible parking data was available and identified that city-wide, there has been an increase in the number of accessible parking spaces provided in new developments. As seen in the Table 3 below, the percentage of accessible parking being provided has increased between 2021 and 2024, reaching approximately 10% in applications observed in 2024. This shift is primarily driven by accessible parking spaces representing most of the parking provided in a development, coupled with a general decrease in total parking on site.

Table 3: Proportion of Provided/Proposed Accessible Parking City-wide

Year	Proportion of Accessible Parking Provided
2021	5.5%
2022	6.75%
2023	8%
2024	10%

Electric Vehicle Parking

The updated requirements in Zoning By-law 569-2013 require all resident parking in buildings to be equipped with an energized outlet capable of providing Level 2 charging or higher, while 25% of other parking spaces in buildings must be so equipped.

Since 2022, the proportion of all resident parking that was proposed to be equipped with a level 2 charger has been increasing year-over-year, averaging approximately 70% (See Table 4). Although this number is less than the 100% EV requirement for all resident parking, Staff expect these rates to continue to increase over time given the Federal Government's 2030 Emissions Reduction Plan which identifies that by 2035, Canada should achieve 100% zero-emission vehicle sales for all new light-duty vehicles.

For non-resident parking, which includes residential visitor parking, the requirement in ZBL 569-2013 is that these spaces should be equipped at a 25% rate. Applications that provided non-residential parking since 2022, provide EV parking at a rate of 26.66%. This is above the minimum requirement in ZBL 569-2013, and Staff expect this rate will also continue to increase over-time.

Table 4: Residential and Non-Residential Electric Vehicle Adoption Rates City-wide

Year	Residential Parking EV Adoption Rate	Non-Residential Parking EV Adoption Rate
2021	30%	11%
2022	66%	24%
2023	71%	30%
2024	73%	26%

Bicycle Parking

The monitoring program actively tracked both short-term and long-term bicycle parking starting in applications in 2021. As seen in Table 5 below, the average long-term bicycle parking rate per unit has decreased from 0.86 spaces per unit in 2021 to 0.74 spaces per unit in 2024. The decrease in this rate was primarily driven by applications found in more suburban contexts. However, short-term bicycle parking has increased over time from 0.13 spaces per unit in 2021 to 0.19 spaces per unit in 2024. The increase in short-term bicycle parking is a favourable trend as it supports the reduction in vehicle parking by allowing members of the public to choose to bicycle between destinations to complete trips of various types.

Table 5: Average Long-term and Short-term Bicycle Parking per unit City-wide

Year	Average Long-term Bicycle Parking per unit	Average Short-term Bicycle Parking per unit
2021	0.86	0.13
2022	0.8	0.13
2023	0.69	0.12
2024	0.75	0.19

Payment-in-Lieu of Bicycle Parking Program

Since 2022, staff have observed only one application requesting the Payment-in-Lieu of Bicycle Parking Program. However, several development applications located in areas of the city where the program did not apply expressed interest in the program.