REPORT FOR ACTION

Capital Budget Authorization – Car Park 15 Parking Facility Fit-Out (50 Cumberland Street & 37 Yorkville Avenue)

Date: June 26, 2026
To: Board of Directors, Toronto Parking Authority
From: President, Toronto Parking Authority
Wards: Ward 11 (University–Rosedale)

SUMMARY

The purpose of this report is to seek authorization from the Board of Directors of the Toronto Parking Authority (TPA) to approve capital funding in the amount of $4.5 million, excluding Harmonized Sales Tax (HST), for the fit-out of Car Park 15 (CP15), and to include this funding in the TPA capital budget across the 2026 and 2027 fiscal years.

CP15, located at 50 Cumberland Street and 37 Yorkville Avenue in the Bloor-Yorkville area, is a new joint-venture facility developed in partnership with the Pemberton Group. The site includes a public car park integrated within a condominium development.

Prior to this redevelopment, CP15 was a six-storey garage with 1,036 parking stalls, generating over $5.4 million in annual revenue in 2017 and ranking among TPA's top five revenue-generating locations. This strong performance reflected the site's strategic location in Bloor-Yorkville and sustained parking demand in the area.

Through the joint-venture redevelopment with the Pemberton Group, the new CP15 will be a six-storey underground garage with 795 parking stalls. The facility is expected to generate over $6.4 million in annual revenue and rank among TPA's top five revenue-generating locations. With the City of Toronto retaining ownership of the below-grade parking lands, the redevelopment preserves the long-term value of this high-performing asset while integrating a modern public car park within a new condominium development.

In accordance with the Agreement of Purchase and Sale (APS), the developer is responsible for delivering a base-built parking structure. The TPA, in turn, is responsible for procuring and installing all the operational systems required to open the garage to the public. These works, collectively known as the fit-out, include parking access and revenue control (PARCS) equipment, security cameras, access control, a cell phone

repeater system, IT systems and servers, electric vehicle (EV) charger infrastructure, a parking guidance system, and commissioning.

The proposed investment is being delivered cost-effectively. TPA's recent fit-out at Car Park 72, St. Lawrence Market North, was completed at approximately $6,755 per stall across 250 stalls. By comparison, the Car Park 15 fit-out is estimated at approximately $5,031 per stall across approximately 795 stalls. This lower per-stall cost reflects the benefit of delivering a comparable fit-out across a larger parking facility, where fixed project costs are spread over a significantly greater number of stalls, resulting in improved cost efficiency on a per-stall basis.

The fit-out is intended to reflect TPA's latest garage standards, while incorporating enhancements that support a consistent and recognizable TPA brand experience.

RECOMMENDATIONS

The President, Toronto Parking Authority recommends that:

1. The Board of Directors of the Toronto Parking Authority approve capital funding in the amount of $3,865,000.00 in base scope, plus $635,000.00 as a contingency allowance, being a sum total of $4,500,000.00 excluding Harmonized Sales Tax (HST), for the fit-out of Car Park 15 (50 Cumberland Street and 37 Yorkville Avenue).

FINANCIAL IMPACT

The total estimated capital cost to fit-out Car Park 15 (50 Cumberland Street / 37 Yorkville Avenue) is $3,865,000.00 in base scope, plus $635,000.00 in contingency, being a sum total of $4,500,000.00, excluding Harmonized Sales Tax (HST).

Funding for this work will be included in the TPA capital budget and is phased across two fiscal years, $1.25 million in 2026 and $3.25 million in 2027 aligned with the facility's targeted opening in the fourth quarter of 2027.

Table 1: Planned Capital Expenditure by Fiscal Year (excluding HST)

CP15 Fit-Out Capital (excluding HST)	2026	2027	Total
Planned capital expenditure	$1.25 million	$3.25 million	$4.5 million

DECISION HISTORY

At its meeting of July 19, 2024, the TPA Board of Directors (Item PA10.11) received a transaction update regarding the redevelopment of the former above-grade lands at 50 Cumberland Street / 37 Yorkville Avenue (Municipal Car Park 15).
https://secure.toronto.ca/council/agenda-item.do?item=2024.PA10.11

At its meeting of April 21, 2023, the TPA Board of Directors (Item PA3.11) provided authority to refund a double repayment of property taxes associated with 50 Cumberland Street / 37 Yorkville Avenue (Municipal Car Park 15).
https://secure.toronto.ca/council/agenda-item.do?item=2023.PA3.11

At its meeting of May 12, 2021, the TPA Board of Directors (Item PA23.13) received an update regarding the sale of the former above-grade lands at 50 Cumberland Street / 37 Yorkville Avenue by the court-appointed receiver.
https://secure.toronto.ca/council/agenda-item.do?item=2021.PA23.13

At its meeting of October 15, 2020, the TPA Board of Directors (Item PA17.1) considered a further transaction update on 50 Cumberland Street / 37 Yorkville Avenue (Municipal Car Park 15) and made recommendations to City Council.
https://secure.toronto.ca/council/agenda-item.do?item=2020.PA17.1

At its meeting of May 15, 2020, the TPA Board of Directors (Item PA14.4) received a transaction update on the City-owned property at 50 Cumberland Street / 37 Yorkville Avenue (Municipal Car Park 15).
https://secure.toronto.ca/council/agenda-item.do?item=2020.PA14.4

At its meeting of June 25, 2018, the TPA Board of Directors (Item PA12.7) authorized an amending agreement with Cresford Capital Corporation relating to the development of, and the construction of the municipal parking garage at, 50 Cumberland Street / 37 Yorkville Avenue (Municipal Car Park 15).
https://secure.toronto.ca/council/agenda-item.do?item=2018.PA12.7

At its meeting of November 21, 2017, the TPA Board of Directors (Item PA5.4) authorized a consent and assumption agreement with KingSett Real Estate Growth LP No. 4 and Cresford Capital Corporation assigning the obligation to construct the 800-space municipal parking garage to Cresford.
https://secure.toronto.ca/council/agenda-item.do?item=2017.PA5.4

At its meeting of March 5, 6 and 7, 2012, City Council adopted Item GM11.13, approving the purchase agreement for the sale of the stratified above-grade portion of the City-owned property at 50 Cumberland Street / 37 Yorkville Avenue. Under the agreement, the purchaser is required to construct, at its sole cost, a public parking garage of approximately 800 spaces within the retained lower-strata portion, to be operated by the TPA. The sale of the above-grade portion was completed on December 18, 2015.
https://secure.toronto.ca/council/agenda-item.do?item=2012.GM11.13

COMMENTS

The Toronto Parking Authority currently operates 30 parking garages within its broader Green P portfolio of approximately 300 locations across the City of Toronto. These facilities form a critical part of Toronto's public parking network, supporting access to commercial districts, mixed-use communities, transit, local businesses, and major destinations.

A number of TPA's structured parking facilities have been delivered through joint venture arrangements with private developers. Under these arrangements, the City and TPA typically retain responsibility for the public parking component, while air rights or above-grade development rights are sold or transferred to enable residential, commercial, or mixed-use development above the parking facility. This approach allows the City to optimize the value of municipal lands while preserving strategically located public parking assets that continue to serve residents, visitors, businesses, and surrounding neighbourhoods.

Fifteen (15) of TPA's garage locations are associated with joint venture, private partner or condominium arrangements. While these arrangements have generated significant public value, they also require careful management of capital obligations, shared infrastructure, cost allocation, construction interfaces, long-term maintenance responsibilities, and coordination with developers and condominium corporations. This report provides the Board with an overview of the financial considerations and sensitivity analysis related to the fit-out of the new Green P public parking facility at 50 Cumberland Street and 37 Yorkville Avenue, known as Car Park 15 (CP15).

CP15 is a new underground public parking facility consisting of approximately 795 stalls across six underground levels. It replaces the former TPA above-grade parking structure on the site, which provided approximately 1,036 stalls prior to its demolition. Before demolition, the former facility was consistently one of TPA's top five revenue-generating parking facilities, reflecting its strategic location and strong parking demand within the Yorkville district. The new facility will restore a significant public parking presence at this important location while supporting the continued growth and redevelopment of the surrounding area.

The facility is being delivered through a joint venture between TPA and the developer, Pemberton Group, as part of a larger mixed-use redevelopment. Under the governing agreements, the developer is responsible for constructing the base-built underground public parking garage structure to TPA standards and specifications. The developer's base scope includes wayfinding and signage, lighting, painting, elevators, heat tracing, ramp heating, stair railings, and the office shell, at no cost to TPA. Upon completion, ownership of the public parking facility will remain with the City of Toronto, and the garage will be operated and maintained by TPA as part of the Green P parking network. TPA is responsible for procuring and installing the operational systems and customer-facing infrastructure required for the facility to open to the public as a fully functioning Green P parking garage. This includes the parking access and revenue control system, EV charging infrastructure, security systems, access control, communications and connectivity infrastructure, customer amenities, and other operational equipment required to support day-to-day facility operations.

With approximately 795 stalls, CP15 will be one of the largest facilities in TPA's parking portfolio. Given its location in the Bloor-Yorkville area, the facility is expected to operate at high utilization. Accordingly, the scope and quality of the fit-out have been scaled to support reliable operations, a high-quality customer experience consistent with TPA design standards, and a level of service appropriate for one of Toronto's most prominent commercial and mixed-use districts.

The recommended fit-out comprises the operational systems required to open and operate the facility. The components are summarized in Table 2, CP15 Fit-Out Components and Indicative Costs.

Table 2: CP15 Fit-Out Components and Indicative Costs

Fit-Out Component	**Indicative Cost (excl. HST)**
Parking Business Critical Items	
PARCS equipment package & Infrastructure	$650,000
PARCS infrastructure	$350,000
Security cameras	$680,000
Access control (overhead doors, PCI cameras, pedestrian access readers, and intercom)	$200,000
Cell phone repeater system	$780,000
IT equipment and servers	$80,000
Connectivity to in-lane pay equipment	$10,000
Commissioning agent	$150,000
Contracted staff	$365,000
Business Critical Items SUBTOTAL	$3,265,000
Service Improvement Items	
Parking guidance system (stall availability counters by floor)	$190,000
Car wash bay infrastructure	$120,000
Electric vehicle charger branding	$100,000
Digital Rate boards	$40,000
Bike Share infrastructure	$50,000
Modernization updates / Customer Care Station	$100,000
Standard Service Improvement Items SUBTOTAL	$600,000
TOTAL Base Scope (Business Critical + Standard Service Improvement)	**$3,865,000**
Contingency Amount (~15%)	$635,000
Estimated Total (excluding HST)	**$4,500,000**

The proposed fit-out builds on TPA's approach to its two most recent new parking facility fit-out projects: CP221, located at 234 Simcoe Street, and CP72, located at St.

Lawrence Market North. Consistent with those projects, the CP15 fit-out will incorporate modern parking access and revenue control systems, security, access control, connectivity infrastructure, wayfinding, and customer amenities. This integrated technology platform will improve the customer experience through seamless facility access, convenient payment options, enhanced wayfinding, improved security, and additional services such as car care amenities.

The delivery schedule is driven by the developer's construction timeline. Condominium occupancy is anticipated in October 2026, with TPA possession of the facility anticipated in 2027. The facility is targeted to open to the public in Q4 2027. Procurement of major long-lead items, including PARCS equipment, the cell phone repeater system, and IT equipment, must begin in 2026, well ahead of opening, to support this timeline. Approval of funding in 2026 is therefore required to initiate procurement and avoid schedule risk.

Where possible, TPA will leverage existing vendor agreements and standing arrangements to procure the required equipment and services efficiently, drawing on established pricing and the standards applied at recently constructed facilities. Any remaining scope not covered by these agreements will be procured competitively through the open market. Fit-out installation, testing, and commissioning will be completed in advance of the facility opening to the public.

CP15 represents a financially accretive and strategically located investment within the TPA portfolio, strengthening TPA's position in a high-demand parking market. The facility is expected to generate approximately $6.4 million in annual revenue at maturity, supported by approximately 390,000 annual transactions and an average ticket/trip value of $16.50. These assumptions are consistent with nearby benchmark performance at CP215, located at 74 Yorkville Avenue.

The garage is projected to deliver strong and sustainable financial performance, with an estimated operating margin of approximately 49% including municipal taxes, and a contribution margin of approximately 79% excluding municipal taxes. This reflects a cost structure aligned with comparable high-performing off-street assets and supports the facility's ability to generate reliable long-term earnings.

The required $4.5 million fit-out investment is expected to achieve payback within approximately one year, underscoring the project's compelling return profile and limited capital risk.

The financial scenario assessment, benchmarked against CP215 at 74 Yorkville Avenue, supports that the projections are prudent and aligned with established market performance. The forecast assumes stabilized revenue based on a rolling 12-month period, reflects post-COVID usage patterns, and incorporates conservative utilization assumptions given the larger stall capacity at CP15. The results are summarized in Table 3, CP15 Cumberland / CP215 Yorkville Financial Scenario Assessment.

Table 3: CP15 Cumberland/CP125 Yorkville Financial Scenario assessment

Cumberland					CP 215 Yorkville
	2017 Full operating year	Conservative Full Year (75%)	Expected Full Year	Optimistic Full Year	CP215 74 Yorkville Full Year
Revenues	$5.4 million	$ 4.8 million	$6.4 million	$12.5million	$3.5 Million
Stalls	1,036	796	796	796	175
Revenue per Stall	$5,254	$6,056	$8,075	$14,950	$19,648
Trips	633,731	389,537	389,537	389,537	208,050
Average Ticket price	$8.59	$16.50	$16.50	$16.50	$16.50
Operating Margin $ & %	$0.85M; 16%	$0.97M; 23.3%	$3.16M; 49.1%	$8.8M; 71.3%	$2.58M; 72.8%
Peak Utilization	51% Strength of CP 215 (2017); Capacity is 6.0x	26% strength of CP 215; Capacity is 4.5x	41% strength of CP 215; Capacity is 4.5x	76% strength of CP 215; Capacity is 4.5x	Weekday 80%; Saturday 96%; Sunday 76%.

The financial projections for CP15 are based on a benchmark comparison to CP215 Yorkville, a nearby high-performing Green P facility operating in a comparable Bloor-Yorkville market. While this provides a strong basis for the revenue and utilization assumptions, actual performance will depend on the pace of customer ramp-up, transaction volumes, average ticket value, operating costs, and broader parking demand conditions at the time of opening.

The primary financial risk is that the new facility may take longer than forecast to reach mature operating performance, which could extend the payback period on the required $4.5 million fit-out investment. If utilization, transaction volumes, or average ticket values are lower than projected, annual revenue and operating margin could be reduced, delaying the recovery of the initial capital investment. Similarly, if operating costs such as municipal taxes, utilities, cleaning, security, maintenance, technology support, or lifecycle requirements exceed current assumptions, the facility's net contribution and payback timing could be affected.

These risks are mitigated by the facility's strategic location in one of Toronto's strongest parking markets, the historical performance of the former Cumberland facility, the benchmark performance of CP215 Yorkville, and the scale of the new 796-stall asset. The financial scenario assessment indicates that, even under measured ramp-up assumptions, the facility is expected to generate strong annual revenue and positive operating margins, with the $4.5 million fit-out investment projected to be recovered within approximately one year. TPA will manage this risk through active pricing management, utilization monitoring, operating cost controls, and ongoing comparison against nearby Green P benchmark facilities.

The primary fit-out risk relates to TPA's ability to procure, install, test, and commission the required operational systems within the available window between developer handover and the targeted public opening. The fit-out includes several specialized and long-lead components, including PARCS equipment, IT and connectivity infrastructure, cell phone repeater systems, security, access control, and other operating systems that must be ordered well in advance of installation. Cost and schedule may be affected by market volatility, equipment availability, extended manufacturing and delivery timelines, and evolving direction related to the prioritization of Canadian goods and services, which may influence supplier availability and pricing.

The schedule is also dependent on the developer's construction progress, condominium occupancy timing, and the formal handover of the facility to TPA; any delay or compression in that timeline could affect opening readiness. These risks are mitigated through the contingency allowance included in the project budget, early procurement of long-lead items, use of existing vendor agreements and standing arrangements where appropriate, competitive procurement for remaining scope, and ongoing coordination with the developer and Legal Services to confirm scope boundaries, handover requirements, and commissioning obligations. Given the profile of the Cumberland facility and the length of time its return has been anticipated by local businesses, BIAs, customers, and the surrounding community, successful and timely completion of the fit-out is important to maintaining operational readiness, public confidence, and TPA's reputation with stakeholders.

In summary, the recommended fit-out investment is required to enable CP15 to open as a fully functioning Green P public parking facility and to restore TPA's presence in one of Toronto's strongest parking markets. The investment also aligns with TPA's strategic direction to position its parking facilities not solely as vehicle storage, but as nodes within a broader last-mile mobility network that integrates parking with EV charging, Bike Share Toronto, active transportation, public transit, and convenient connections to customers' final destinations.

CP15 is well positioned to support this role. Located in Bloor-Yorkville, the facility sits within a dense, highly walkable district with direct pedestrian access to surrounding retail, dining, cultural, commercial, and residential destinations, as well as strong connections to the TTC subway network and nearby pedestrian routes e.g., PATH. As a result, CP15 will function as a mobility hub within one of Toronto's busiest and highest-demand districts, rather than as a standalone parking structure. Given its strategic location, expected revenue performance, short projected payback period, and importance to local businesses, customers, and the surrounding community, the proposed $4.5 million fit-out investment represents a prudent, financially accretive, and strategically aligned use of capital.

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SIGNATURE

W. Scott Collier, President
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ATTACHMENTS

None