The Parking Authority of Toronto

25 P
1952 - 1977

Annual Report 1976

The Parking Authority of Toronto

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This photograph shows the new colours for the symbol adopted by the Authority as one step in a program to improve the visual aspects of municipal parking facilities in the city. The original symbol which was green on a white background, was developed by the Authority in the 1950s and is copyrighted in both Canada and the United States. It is the desire of the Authority that this sign be used by all municipalities to indicate the location of high quality, convenient and economical municipally-operated carparks. The Authority therefore allows its usage for a nominal licence fee.

THE PARKING AUTHORITY OF TORONTO is a corporate body established in 1952 by Provincial Statute and City By-Law. It is comprised of a Chairman and two Commissioners who are appointed by, and responsible to, City Council.

The Authority is responsible for the establishment, operation and management of all municipal off-street parking facilities throughout the City. It also operates carparks on leased lands and manages some carparks on a revenue-sharing or fee basis.

By legislation the Authority is required to be self-sustaining representing no burden to the general taxpayer, and to pay real estate and business taxes, which in 1976 amounted to $1,633,507. Even though the Authority purchases lands and buildings from its surplus or borrowed funds, title to these properties is vested in the City of Toronto.

The Authority is required to report annually to City Council, and its financial affairs must be examined and certified by the City Auditor.

The Authority provides carparks for the following purposes:

1. to serve short-term parkers in the downtown core and the midtown;
2. to serve all day parkers on the downtown fringe, at public transit stations including the east and west subway terminals;
3. to serve neighbourhood commercial/residential areas.

In 1976 the ratio of these was as follows:

	Number of Spaces	% of Total Number of Spaces
Downtown Core	3048	21%
Downtown Fringe	2362	16%
Midtown	1762	12%
Subway Teminals (Islington, Warden)	2725	18%
Neighbourhood Commercial/Residential Areas	4865	33%
	14762	100%

Chairman
John F. Ellis, M.B.E.

Commissioner
David A. A. Stager

Commissioner
John F. Sherk

General Manager
Reginald W. Lewis

His Worship Mayor David Crombie and Members of the City of Toronto
Executive Committee
City Hall, Toronto, Ontario

1952-1977

Your Worship and Gentlemen:
Your Commissioners are pleased to submit for your consideration the 1976 Annual Report of The Parking Authority of Toronto.

In 1976 the Authority provided parking for 10.5 million cars, an increase of 9.4% over 1975. Gross revenue in 1976 was $8,142,989.02. The Financial Statement appended to this report provides more details, but it is significant to note here that in accordance with the agreement adopted by Council at its meeting of May 12th, 1976, the Authority turned over to the City's general fund $888,790.00, being 50% of the Authority's net operating surplus for 1976.

The Authority opened one new carpark in 1976, and entered into an agreement with the Public Library to operate its garage on Orchard View Boulevard. The new surface facility, municipal carpark 126, provides 223 parking spaces at the south east corner of Front and Parliament Streets in the primarily industrial area on the eastern fringe of the downtown. Carpark 126 represents in no small way the co-operation which exists between the Authority and departments of the City government. The parking module on this site permitted an area of about 60 feet deep along both street frontages to be turned over to the Parks Department. An attractive 37,000 square foot landscaped sitting-out area has now been provided in a section of the City almost bereft of usable public open space.

Your Authority is pleased to report that construction of the multiple-use housing and 500-space parking garage development on the site of municipal carpark 29, in the Yonge/Eglinton area, began in May 1977. This project, to be known as Holly Park Place, received an Award of Excellence from the 8th Annual Awards programme of the "Canadian Architect"

During the year the Authority has been working closely with the Kensington Traffic and Parking Committee and it appears that a start may be made in 1977 toward the construction of a 300-space garage on the site of the present municipal carpark 68, St. Andrew and Baldwin Streets, to serve the Kensington Market area.

The westward expansion of Chinatown along Dundas Street and Spadina Avenue with its new restaurants and shops has increased the demand for short-term parking in this area, and the Authority is working closely with other City departments to find ways of meeting this demand.

In 1976 plans were laid for the expansion of the Rosehill Garage, in the Yonge/St. Clair area, by the addition of three levels accommodating another 225 parking spaces. This would increase the garage capacity to 578 spaces. Your Authority is of the opinion that this project should go forward in time to have the expanded garage in service before municipal carpark 12, in the same area, is taken out of service to permit the mixed use development, which was reported on in detail in last year's report.

Throughout the year there was an increase in the number of site investigations made by the staff at the request of businessmen's associations, residents' groups, Ward Aldermen, and area planners, relating primarily to a perceived lack of public parking to serve retail strips in various sections of the City. This is a matter of increasing complexity, and compromises must be sought. The areas investigated are generally characterized by high density development, shortage of vacant lands, and very high land costs. Together with Council's current policy on demolition of dwelling units, these factors combine to preclude the Authority from constructing parking facilities to serve the needs of the small businesses along these retail strips. A spill-over effect from this situation is the clogging of residential areas with parked cars, illegal on-street parking, and of course, traffic congestion.

The Authority is continuing to work with the Neighbourhood Improvement Committee in the Queen-Lansdowne area to finalize plans for the multiple-use development of municipal carpark 44 which will retain a unit of off-street parking while providing for a much-needed neighbourhood park. The site plan also permits the widening of a narrow service lane to the 20-foot standard which will provide better off-street loading facilities for the Queen Street commercial properties and thus help to relieve the on-street congestion caused by service vehicles stopping on Queen Street.

In the St. Clair/Caledonia area the Authority is negotiating with Ontario Hydro for the lease of certain lands on which to establish an off-street carpark to serve the neighbouring retail strips.

To serve the handicapped the Authority has instituted a programme of providing specially designed and signed parking spaces in its garages and surface carparks. These 12-foot wide spaces will be located convenient to unobstructed exit points.

During the year the Authority continued to upgrade its facilities, and to make plans to upgrade others in areas where new developments are occurring. An example of the latter will be municipal carpark 53 in the Richmond / Niagara area, which will be re-configured to accommodate new sidewalks and tree plantings to complement a new housing development on the Stanley Terrace frontage.

We have departed somewhat from our usual Annual Report format in order to direct attention to the 25th Anniversary of Authority operations in 1977. The Authority engaged Mr. Jack Batten, a well-known Toronto free-lance writer, to compile a history of those first 25 years, a task which Mr. Batten undertook with great enthusiasm. He has produced a work which presents that history in very human, very frank, and often humourous terms, and we are pleased to include that work as part of this year's Annual Report.

Your Authority very much appreciates the confidence expressed by Council at its meeting of August 18th, 1976, in re-appointing the present Commissioners to serve for a further term of three years.

In a Statement of Basic Principles, Policy, and Initial Programme adopted by the Authority on December 30, 1953, it was stated that the Authority "must work in close co-operation with such officials and organizations . . . responsibly concerned with sound traffic and parking management. Parking, traffic, and planning are indivisible activities in the public interest. It is therefore desirable that the Authority be represented in planning discussions and meetings." In re-affirming this principle, your Authority expresses its thanks to the many officials and organizations with whom it has worked during 1976 for their advice, support, and co-operation.

Yours very truly,

J. F. Ellis

John F. Ellis,
Chairman

A History of The Parking Authority of Toronto

by Jack Batten

THE BEGINNINGS

When business or pleasure took Dr. P. E. Doolittle of 619 Sherbourne Street on a motor drive into downtown Toronto, he gave hardly a passing thought to other traffic. He parked where he pleased and paid nothing for the space he selected. In a singular sense, Dr. Doolittle was alone on the roads because he owned the very first gas-powered automobile in the city of Toronto, a handsome Winton that he purchased from a car fancier in Hamilton, Ontario. The year was 1901, and though horses and carriages, a handful of electric cars and curious pedestrians shared the streets with Dr. Doolittle, no other gas vehicles challenged his right to the road. And as for parking lots, he'd never heard of such a threat to his freedom to leave the grand Winton where he pleased. Dr. Doolittle was a happy motorist.

Times changed, and the chances of finding happiness behind the wheel of a car began to fade. In forty years from 1901, the number of motor vehicles registered in Toronto climbed from one (Dr. Doolittle's Winton) to 175,000 (none of them a Winton). Ninety thousand cars and trucks entered the downtown area on any given day in 1941, and if they paused for an hour or two in the area bounded by Dundas and Front on the north and south, Jarvis and Simcoe on the east and west, then they could choose from a mere 3,700 curb parking spaces and 16,500 off-street spaces. Traffic was growing tight and congested in downtown Toronto. Demand for parking was becoming hotly competitive. And in the years after World War Two, these twin problems — heavy traffic and too little room for parking — accelerated toward the crisis stage.

"What was happening," recalls John Ellis, the Toronto merchant and businessman who didn't realize in those post-war years that he was destined to play a large role in tackling the parking demon, "is that people were coming downtown in the late '40s and early '50s and they were finding that a day's parking would cost them fifty cents one day and a dollar the next. They were upset, which was natural. So they complained to us in the stores and businesses. Then we began to complain to the politicians. That was natural too."

Downtown merchants had plenty of reason for concern. A crucial Elliott-Haynes survey carried out in 1948 as a result of representations that the Board of Trade and the Downtown Business Men's Association made to city hall established that the city core suffered from a shortage of 9,000 parking spaces, that 77 per cent of all downtown parkers stayed for only two hours or less and a huge 86 per cent remained for three hours or less. Clearly these parkers, battling for car space, were businessmen on short-term errands or shoppers patronizing downtown stores, and their disenchantment with parking in the city centre constituted a threat to downtown prosperity. After all, unhappy shoppers could always turn to the suburbs which were beginning to blossom around Toronto with their shiny new shopping centres and their limitless supply of parking space.

"As a commercial centre," the Downtown Business Men's Association warned, "downtown Toronto may be doomed unless adequate parking facilities are soon provided."

Some of the businessmen's worries were reflected inside city hall. As early as May 1950, for example, Traffic Engineer and Parking Commissioner T. D. Lemay was advocating the formation of a Parking Authority (as did Elliott-Haynes, the survey people) financed by the sale of city-guaranteed debentures. And Alderman Frank Clifton, a man who favored straight talking, probably spoke for many elected officials when he blasted the existing private parking industry during a council debate in the early 1950s: "There isn't a more impudent class of people than the parking lot operators. Theirs is a very unorthodox way of doing business, and some competition might do them good." But for the most part city hall looked on the parking dilemma as an issue that it fervently wished would simply go away.

"It was a nuisance to the politicians," John Ellis says. "They only wanted to get parking out of their hair."

In the growing emergency, Mayor Allan Lamport turned to Ralph Day for help. Day qualified as an experienced

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Chairman Ralph Day at the sod-turning ceremony for the Nathan Phillips Square underground garage, 1958. Mr. Day was Authority Chairman, 1952-1963.

administrator — he had served as mayor of Toronto in the years before the war. And he qualified as a man in whom Lamport had personal trust — Day's son was married to Lamport's daughter. Thus, on June 24, 1952, City Council under Mayor Lamport passed by-law 18680 creating the Parking Authority of Toronto with Ralph Day as its first chairman. Day was joined on the Authority by John Ellis, a natural choice since he had studied the parking problem at first hand as chairman of the Board of Trade's transportation committee, and by Alfred Ward representing the Toronto District Trades & Labor Council. The three men sat down for their first meeting on July 8, 1952, and began at last the city's official struggle against parking, the formidable villain that the Sunday Times of London had labelled "a world nightmare, part of the universal environmental crisis brought on by modern technology and the flocking of humanity to big cities."

The commissioners spent their early months in study and travel. They absorbed information from old parking reports that had remained largely unread at city hall, and they journeyed off to American cities, examining parking problems and potential solutions in New York, Washington, Pittsburgh, Philadelphia and Baltimore. Gradually, out of their readings, observations and past experiences, they evolved a series of propositions and priorities that must be grappled with. Among them were these:

— the cost of parking on valuable downtown land would inevitably go up as the value of land rose.

— in the interests of easing the flow of traffic, much on-street parking must be eliminated.

— the use of rapid transit into the city centre must be encouraged.

— short-term parking should predominate in the downtown-core lots and garages with commuter parking confined to the peripheries.

— more workers — and therefore more cars — must be accommodated as new office towers are erected in the city core.

The three commissioners, busy mastering the burden of information and plans, took on in the beginning months a temporary assistant who was, in effect, the Authority's first employee. He was Ed Norris, then the deputy city clerk, and along with his regular duties at city hall, he served as secretary to the commissioners (assisted in no small measure by Bill Pryce, an employee in the clerks department who continued to contribute much to the Authority down through the years). In his role, Norris put much of the work into opening the Authority's first parking spaces on lots over the subway line east of Yonge Street and stretching south from Hayden Street. These earliest lots went into operation in December 1953, and by May of the following year, the Authority was running five car parks with 361 spaces. It was the start.

In September 1953, the Authority took another leap ahead when it hired its first executive assistant. He was John Walker, the assistant city traffic engineer (a few years later to be described in the Globe And Mail as "a serious bespectacled young man who has made parking a pleasure, almost, in downtown Toronto"). Walker arrived shortly after the Authority, using a $5,000 loan from the city — soon repaid — had moved into its first offices in the Manning Chambers building (which stood on the present site of the Civic Square), bought some furniture and took on a handful of additional employees. Bob Anderson, now the Authority's Technical Director, was one of them, hired to look after design, development and

John R. Walker, General Manager, 1953-1958.

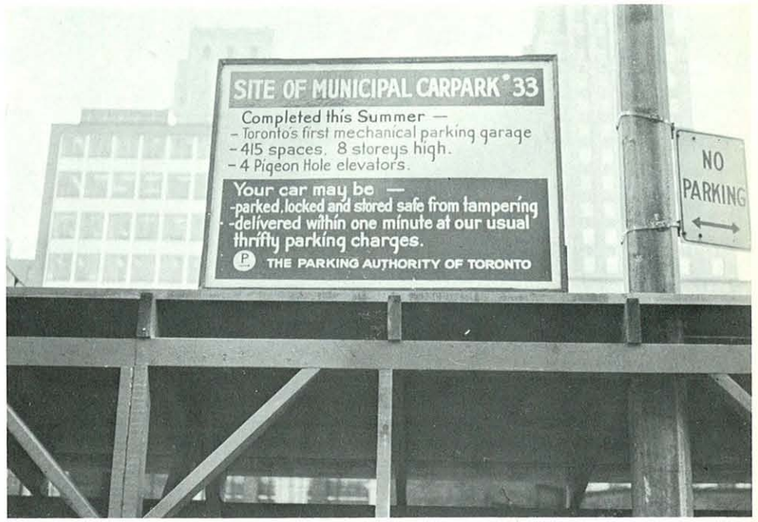
maintenance, and he recalls the Manning Chambers setup as slightly primitive. "The office was very tiny," he says, "and the light was so dim that I sometimes thought I might lose my eyesight. But we survived, and to this day, the Authority has one piece of equipment from those early years — we're still using the drafting table that I had when I changed the layout of the existing five car parks."

Walker managed his share of travel in the autumn months of 1953, checking out garages and lots in Chicago, Des Moines and Madison, seeking solutions to parking demands, feeling his way toward answers to Toronto's needs. By December of that year, he and the commissioners felt confident enough to formulate their ideas in a Statement of Basic Principles, a seven-page document that would, they believed, show the way to "the amelioration of the parking and traffic problem in the business, commercial and industrial areas of Toronto." The Statement was thoughtful and comprehensive, and in the years ahead, it served as a constant touchstone, a point of reference as the commissioners and their staff set out to prove that, in the words of the 1970 annual report, "without the Authority, Toronto would have been a policeman's nightmare and the people's ulcer."

THE EARLY GROWTH

Looking back from October 1954, there hadn't been a parking garage built in Toronto in almost thirty years and there hadn't been a parking garage built by a municipal body in Canada in all of the country's years. But that month the Ontario Municipal Board altered this tiny bit of history when it permitted the Authority to plunge ahead with its long-planned garage at Queen and Victoria Streets.

As it turned out, the OMB approval was a minor hurdle in the struggle to complete the garage. Consider that the contractor on the job had to dig to bedrock to find secure enough building foundations, that construction was delayed by a shortage of reinforcing steel, that a cement shortage followed the steel shortage. Consider also that the Authority revised a piece of essential planning; at first, it had projected Queen-Victoria as a car-jockey garage, but when news of complaints at similar operations in the United States began to drift north, the Authority switched to a self-park service. Persevering against all these headaches, the



The Queen - Victoria Garage.

Authority and its contractor managed to present the garage to the city's car drivers in a completed state on April 17, 1956. Mayor Nathan Phillips presided over the opening ceremonies, and immediately thereafter, the drivers rushed to fill the garage's 435 spaces (later enlarged to 532). If any Authority enterprise proved an instant hit, it was the pioneering Queen-Victoria indoor operation.

"The Toronto Parking Authority," the Globe And Mail's city hall reporter wrote in November 1956, "has been successful almost to the point of embarrassment."

What the Globe's man had in mind, apart from the Queen-Victoria triumph, was the rapid mushrooming of almost equally popular and financially sound Authority car parks throughout mid-town Toronto. The statistics told the story: from 125,000 cars parked in approximately 400

Managerial staff meets to discuss operational problems, 1958.

spaces in 1953 to 320,000 cars in 900 spaces in 1954 to 1955's 875,000 cars in 3,000 spaces, then leap-frogging to 1956's 2,821,000 cars in 5,000 spaces. Was the Authority, as the Globe phrased it, "embarrassed?" No way. There weren't any red faces around Authority offices unless they came from the exhilaration in discovering that sometimes well-laid plans yield results on schedule.

The early successes, it seemed clear, grew directly out of the special nature of the Authority as a municipal undertaking. Authority lots and garages were plainly able to function in ways that were different from the private-industry parking business, and those differences quickly became obvious and essential to Toronto's car and truck drivers. The benefits in the unique Authority operation included these:

— the means to co-ordinate its facilities and its planning for the future with the city's traffic demands;

— the capability to call on capital financing and expropriation to reach its aims;

— the funds and the ability to build lots in less prosperous districts of the city that needed parking spaces;

— the desire to check soaring prices in private lots and garages.

What's more, the Authority carried on as a self-supporting body from the start. It came into being under the City of Toronto Act rather than under the provincial Municipal Act, and over the years it has paid real estate and business taxes. In 1973 and 1974 it also paid to the City its net operating surpluses of $4,486,917. The Authority has reached agreement with the City that from 1975 onwards it will pay the City half of its total net operating surpluses as rent for the city-acquired lands the Authority operates as carparks. In 1975 this figure was $803,999 and in 1976, $888,790. No one, it's clear, can accuse the Authority of picking the taxpayer's pocket. It started out as a businesslike operation and it has held on course.

But, efficient and dollar-conscious as it was, the Authority also struck a note of seat-of-the-pants informality in its planning. It was, after all, blazing new trails in the parking business, and sometimes a touch of freelance daring was called for. Take the time, for example, when the Authority set about the laying-out of a huge but temporary new lot on the site of what is now the square in front of city hall.

"We got a fellow who we knew was a terrible driver," Bob Anderson remembers, "and we asked him to practice parking in an experimental way in stalls of different sizes. We figured that if he could arrive at a proper size, then everybody could handle the space he chose. We ended up with eight-foot stalls and 21-foot aisles, and that got us room for 1,510 cars on the temporary lot. One of the points, you see, was that John Walker had told city council that we could get 1,500 cars on the lot, but when we went by the manuals, which were supposed to be absolutely definitive in telling you how to lay out a car park, we always fell many spaces short of the 1,500."

So much for the first bit of improvisation. But, alas, that didn't end the problems on the civic square.

"People began to complain about room on the lot," Bob Anderson goes on. "Each stall was divided by a single white line, nothing else, and drivers were upset because they kept parking right along the lines and that meant they were smack up against the neighbouring car and had trouble getting in and out of their doors. All sorts of grief. Well, I looked at the layout, and I thought, hmm, what if we paint a hairpin loop around the single dividing line? That wouldn't make the parking stalls any bigger, but it would give a sense of more space. And it'd define an area between the cars. So that's what we did. We painted in the loops, and we never heard another complaint about no room between cars. Curious, isn't it?"

Robert G. Bundy, General Manager from 1958 to 1974.

Photo looks west from top of Old City Hall. The Manning Chambers at lower left housed Authority's offices.

Maybe so. But the simple notion of adding a loop to a straight line struck the operators of many municipal car parks in the United States as positively inspired when they travelled to Toronto and saw the design on Authority lots. The Americans gladly adapted the idea for their own use, a small piece of borrowing that represented just one of many instances over the years when Toronto has shared innovations with international parking bodies.

Meanwhile, as the Authority rushed ahead, it underwent constant changes on its administrative side. New employees were enrolled, a few original hands left. John Walker, the first general manager, resigned on February 28, 1958, and in the competition to find his successor, an amazing number of men, 47, submitted their credentials to the Authority. The candidate who emerged from the crowd was Robert Bundy, a 35-year-old ex-Navy officer and commerce graduate from the University of Toronto. Bundy proved to be the right man for the job, and in his long career with the Authority, he moved from strength to strength, perhaps capped, at least in international terms, in 1972 when the Municipal Parking Congress named him Parking Man of the Year.

Shortly before Bundy arrived, the Authority moved its offices from Manning Chambers to a building at 36 Adelaide Street West. The office was long and narrow, "shaped just like a bowling alley," as one employee remembers it. The quarters were no doubt cramped, but that didn't keep the Authority from gearing up for business that increased by enormous leaps each year, so much so that by the end of the 1950s, the Authority was parking over five million cars per year on lots and garages that offered almost eight thousand spaces. The Toronto Parking Authority had grown up.

THE SYMBOL

Ralph Day couldn't help noticing the signs. Some read "P" and some read "P" with a slanted slash through the centre of the letter. It was the mid-1950s, and Chairman Day was on a holiday in Europe, but his mind hadn't strayed too far from the problems of the Authority back home in Toronto. And when he spotted the signs on the streets of the European countries he visited, a brainstorm hit him. The P meant parking and the P with the slash meant no parking. Why not, Day thought, adopt the P for the Parking Authority as an indicator to motorists that an Authority lot stood nearby?

Day took his idea to the Authority's design department, and it came up with a sign that matched utility with tidy good looks — a simple green P and green arrow on an illuminated white background. The Authority was enthusiastic. Some members of city council didn't share the optimistic hopes. Alderman Frank Nash said the symbol "doesn't convey anything," and Alderman Don Summerville decided it looked like an advertisement for a supermarket. The Authority, swallowing the politicians' criticisms, pressed on. It arranged copyright for the symbol in Canada and the United States, and in the winter of 1957, it mounted the signs, on its lots all over Toronto.

The result?

A long-term success. Motorists quickly cottoned on to the idea that the P sign pointed the way to high-quality parking lots and garages. "If you're just going to park for an hour or two or three," read an article in the Toronto Star, "look for the big green P

indicating a Toronto Parking Authority lot." By the mid-1970s, the big green P had changed to a big white P. As one step in a program to make all Authority signs more legible from a greater distance, the symbol underwent a slight revamping to a white letter on a green field. Whatever the colors, the familiar sign was always a source of envy for municipal parking administrators who visited Toronto from other cities. The Authority responded by making the symbol available to all municipalities that were, like the Authority, establishing parking lots and garages of solid standards in convenience, economy and good looks. The price for the privilege of using the P? A nominal one dollar. Ralph Day's inspiration back in the 1950s had cost the Authority nothing, and in turn, the Authority has never charged for spreading the symbol to other towns and cities.

THE MECHANICAL GARAGES

On the clear, chilly afternoon of November 28, 1957, Mayor Nathan Phillips stood on the south side of Temperance Street between Bay and Yonge and watched as a giant elevator scooped under his car, lifted it into the ari and tucked it in a pigeon hole on the eighth floor of a parking garage high above the mayor's head. Mayor Phillips applauded. So did all the other assembled civic dignitaries, Authority officials and interested citizens. They thought that the elevator, working its magic up in the sky was introducing a splendid new era in car-park business. In fact, they were on hand to see the beginning of a curious, unexpected, grim and decidedly unique disaster in the history of Toronto Parking Authority.

In the rush to solve the parking problem in North America, several engineers had hit on the notion of the mechanical garage. At one time, there were over 750 patents registered for various mechanical parking devices. Some American cities built such garages, and the Authority called in consulting engineers and a learned professor of mechanical engineering from the University of Toronto to pass judgment on the prospects that this new-fangled machinery offered. The experts inspected the American garages and selected the pigeonhole type of operation for Toronto. It seemed to them the last word in efficiency and ease: the driver pulled his car into the lot, turned off the engine and locked the doors, then stood by as an elevator raised the car on dollies and whisked it to a safe storage place in a multi-storey garage until the driver was ready to reclaim it.

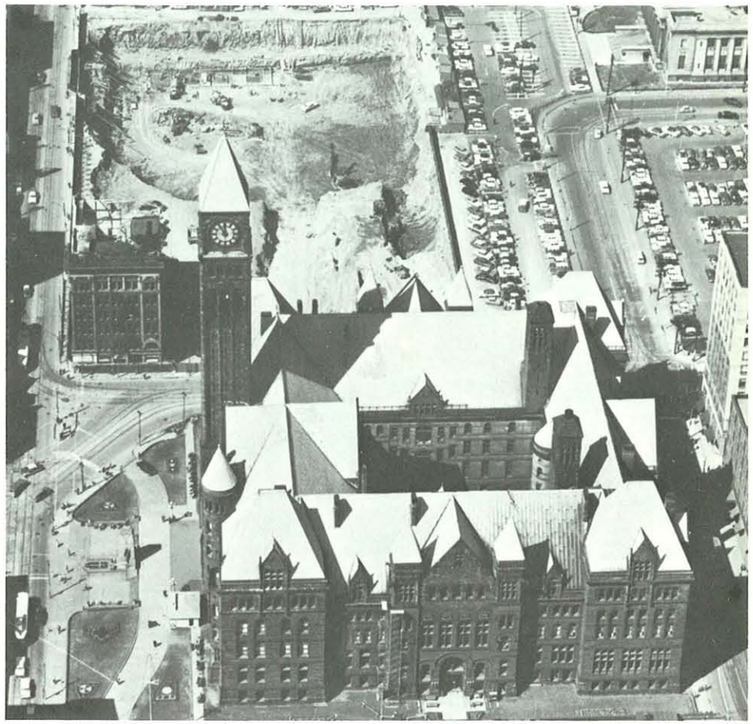
Accordingly, after scraping through the difficulties of leasing land, hiring architects, engineers and workmen, and supervising construction, the Authority opened two mechanical garages in the autumn of 1957. The Dundas garage, just east of Yonge, went into business first with three elevators, space for 288 cars and a rate of 25 cents per hour. Its inauguration was kept low-key; in fact, the garage was used as a kind of early training ground for the men who would have the tricky job of manipulating the elevators. Then, a few weeks later, followed the grand opening at Temperance, a decidedly larger operation with its four elevators and room for 396 cars. Mayor Phillips gave his blessings, and a new age in parking was apparently underway.

The beginnings seemed promising. Certainly the garages looked handsome. "Because of the imaginative use of colors and ceramic tile," columnist Ron Haggart wrote in the Globe And Mail, "they're two of the brightest additions to downtown Toronto in a long time." And they promised swift service. According to all studies, the elevators could park cars at the rate of one per minute. No delay. No stalling. Nothing but satisfied customers.

Alas, all the promises of speed and success and delighted customers by the swarm failed to materialize. The cold Ontario winter was partly to blame. It was hard on the hydraulic apparatus that the mechanical garages depended on. The bearings wore down too quickly. Hard metal lugs broke off the wheel lifts. Troubles of every sort plagued the opeartions.

"One of our biggest headaches," Bob Anderson recalls, "would strike every night when the department stores closed and hundreds of parkers would come for their cars within a very short space of time. What happened is that maybe six or seven people would have their cars in a spot where only one of the elevators could get at them. That kind of thing caused terrific log jams in the waiting rooms. And then, of course, there were the times when we'd run into mechanical failures and have to send customers home in taxis."

The customers, not surprisingly, began to stay away from the mechanical garages. By June 1958, the Temperance garage was operating at a mere fifty per cent of capacity and Dundas was down to a horrendous twenty per cent. The Authority took



steps to cure the ailments and lure back the business. It cut the monthly rate on the Dundas garage from $32.50 to $19.75. It installed a new type of wheel lift. And it set up soft drink machines to soothe drivers during the frequent long waits. In February 1959, the Authority, in mild desperation, turned management of the two garages over to Pigeon Hole Parking Limited, the company that had supplied the equipment to Toronto in the first place. Pigeon Hole struck out its efforts to restore order and efficiency, and early in 1961, the Authority took back management responsibility.

Robert W. Anderson, Technical Director and Karl Plooard, Assistant Technical Director.

The handwriting was on the wall for the mechanical garages. Both were losing between $40,000 and $50,000 per year, and in the middle 1960s, the Authority, conceding defeat, ordered the demolition of the two operations. It wasn't an easy physical task — the Greenspoon Company needed an entire three months to dismantle the Temperance garage. Still, curiously enough, the demolition brought about a happy ending to the long, sad saga of the mechanical garages. The conventional flat parking lot that the Authority opened on the site of the Temperance garage had a mere 89 spaces compared to the former 396, but from the beginning it handled more cars and more money than the mechanized operation had. The same went for the Dundas lot, 57 spaces on the flat against 288 in the garage but a much bigger turnover in business. So much for the wonders of mechanized progress in parking.

THE CIVIC SQUARE GARAGE

In 1950 a delegation from Toronto's city hall left on a trip to California for enlightenment. One stop on the tour took the group beneath Union Square in San Francisco where the city had recently built North America's first large underground garage. Light bulbs flicked on in the heads of Toronto's visiting politicians and planners, and it may have been at that moment on the tour when the idea for the massive garage under the civic square in front of the promised new Toronto city hall found its first hint of life.

It was, however, a long and winding route from the light bulbs of inspiration in San Francisco to the reality of the garage in Toronto. Along the way, the Authority was called on to marshal its resources for a maximum effort in planning, lobbying, persuading, co-ordinating with a multitude of civic, provincial and federal bodies, jockeying for position and resisting the instrusions of private parking operators anxious to get in on the gravy of this most ambitious parking project in Canada's history. In November 1953, one group of private promoters petitioned city council for a fifty-year lease on space under the civic square where the promoters would build a 2,000-car garage and pay the city a token $22,000 per year to cover rent and taxes. Council turned down that doubtful proposal. But the issue of private versus public ownership of the project wasn't finally resolved — after meetings and clashes of opinion that seemed to have no end — until November 1956 when council at last approved the Authority's recommendation that it proceed itself to build the first stage of the underground garage, an area that would be capable of parking an astounding total of 1,300 cars at a time.

Consultants, engineers, planners, construction experts and all hands at the Authority pressed themselves to the job with fresh encouragement, and on June 24, 1957, Controller Jean Newman took a firm grip on the lever in a giant steam shovel and drove the machine into the ground to turn the first piece of earth on civic square. Officials and dignitaries observed this physical start for the project, then trooped a couple of blocks north to Lichee Gardens where they enjoyed a celebratory Chinese lunch. Back on the square, the contractor, Perini Limited, got on with

the tough and dirty work of turning plans and blueprints into hard cement and steel. Perini delivered the completed garage in 308 working days, exactly three weeks ahead of schedule. And when the job was done, the Authority found itself with a garage accommodating 1,266 cars on four levels in an underground structure that contained 2,500 tons of steel and 30,000 cubic feet of cement. The garage's control room boasted 71 push buttons, seven levers and 193 signal lights, and the air inside the garage could be changed from stale to fresh nine times an hour. Parking cost twenty cents an hour to a maximum of $1.50 (75 cents overnight), and for their money, customers were offered service that included a locksmith and a man on a scooter whose chore was to hunt down lost cars. What was the bill for the giant garage and its miracles of detail? Three million dollars.

"The cost of the constructed garage," Chairman Ralph Day announced with a smile, "is the lowest for its size, finish, apparatus and service of any in North America."

Stage one was open for business — with a status at that point as the world's fourth-largest car park — but there was no immediately overwhelming rush by Toronto's drivers to patronize the new garage. Indeed, over its first four years, the civic square underground operated at about fifty per cent of capacity, and it lost over $700,000 because of the debt charges it was necessarily carrying. This relative lack of early business came as no great alarm to the Authority; after all, it had planned the garage as an investment for the future. Statistics indicated that in 1958, the year that stage one of the underground opened, over 150,000 cars were entering the downtown core on each working day of the year, a figure that represented a jump of 50,000 cars from the opening years of the decade. The cars needed space to park and their numbers were bound to increase in large multiples with every succeeding year. Given those facts, the Authority contended that, clearly enough, its responsibility was to prepare for the auto deluge of the future.

The responsibility, together with one or two other motivating factors, meant that the Authority was obliged to push on with stage two of the garage even though phase one hadn't hit optimum use. "This extension is not pressingly needed at the present time," said John Ellis, writing in the 1963 Annual Report shortly after he assumed the position of Authority chairman when Ralph Day moved to the TTC. "In fact, your Authority estimates that self-sustaining utilization of this added ac-

commodation will not be reached for at least five to six years. Nevertheless it was imperative to the city that the work be done now because of the fact that the Nathan Phillips Square to be built on the roof of the garage, the new City Hall and the garage have some construction details in common, such as foundation walls, pedestrian ways and vehicle ramps."

Work on stage two got under way in November 1963 and wound up on December 7, 1965, when Mayor Philip Givens, sharing a hand on the ceremonial scissors with John Ellis, cut the ribbon that opened business for the new addition. The combined space of the double garage made it the largest underground car park in North America. It covered eight city blocks, ran forty feet deep, was serviced by seven elevators and remained open around the clock. It offered pedestrian routes to city hall and Nathan Phillips Square and maintained radiant heating to melt snow and ice on the entrance and exit ramps. It was as up-to-date as science and the Authority's imaginative flair could make it. And now for the $64,000 question: how many cars could it park? A grand total of 2,335.

Within a short couple of years, all of those 2,335 spaces were in demand by Toronto drivers. The future that the Authority had anticipated in building the huge garage arrived even more swiftly than the experts had predicted. And the relentless onslaught of statistics continued to illustrate the clamor for parking than the Authority had to satisfy. By 1967, 250,000 cars were moving through Toronto streets, many of them looking for a place to park. In 1971, Authority lots and garages all by themselves were parking 8,357,837 cars. By 1974, Toronto had peaked as one of the world's largest car commuter populations with 37 per cent of its citizens using their cars to move from home to work as against ten per cent in London, fifteen per cent in Chicago, twenty per cent in Paris. If there were any lingering doubts about the wisdom of building the civic square garage — and the need for building it **when** it was built — then the statistics answered them. And so did Toronto's car drivers with their eager and constant use of the mighty underground.

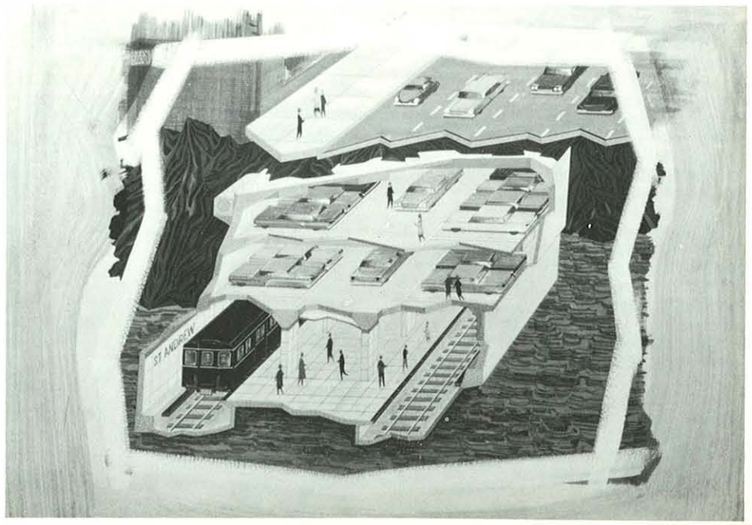
THE UNIVERSITY AVENUE UNDERGROUND GARAGE

It seemed an unlikely place to park cars. It was on the roof of a subway line several dozen feet below street level. Not possible? Maybe so. But the Authority's anxiety for new parking space triumphed over all the apparent obstacles, and the ultimate result was one of the more enterprising car parks in the city or, for that matter, on the continent.

This was the University Avenue Underground Garage, constructed in the early 1960s on the section of the University subway running between King and Front Streets. When the TTC announced plans for the subway, the Authority took note that the King-Front section called for cut-and-fill construction. That is to say, the TTC would excavate to a depth of forty feet, lay its tracks, then cover the roof of the subway to street level with earth fill. Ah ha, Bob Bundy thought, why not forget the earth fill and insert an underground garage on top of the subway tunnel and below the street? The TTC went for the idea because the car park would save it the expense of the earth needed to cover the tunnel. Another saving for the TTC came in construction costs since the reinforcement over the subway tunnel didn't need to be as extensive to hold a garage which was considerably lighter in weight than the tons of earth fill. Other agencies co-operated in the project; these included the Public Utilities Commission, Consumers Gas, Bell Telephone and the Hydro Commission, all of whom had sewers, water mains, cables and wires running through the ground on the site. And with all official bodies chiming into unprecedented agreement, the Authority pushed ahead with its pioneering car park.

City Council gave its approval in December 1959, budgeting for $875,000. Later the sum rose to $1.2 millions. And with those dollars, the Authority laid out a garage that offered the last word in contemporary technology: an ultra-sonic vehicle-detector automatic car-control system to count cars in and out of the garage; illuminated signs controlling the exit and entrance of cars; a four-zone dry sprinkler system; chemical fire extinguishers equipped with alarm devices; a carbon monoxide detection system; and electrical snow-melting equipment buried in the exit and entrance ramps. All of these features were enclosed in 107,000 pounds of structural steel and 2.4 million pounds of reinforcing steel. How much room did this giant structure provide for cars? Two floors totalling 105,000 square feet, enough to park 323 cars.

The garage opened with a flourish on October 22, 1962. The Authority mounted a barrage of publicity, and for the first six weeks, it bestowed two hours of free parking on its customers. The extra touches paid off in the garage's swift rise to capacity business. It helped that the underground represented the Authority's only car park in the immediate vicinity. But the garage owed most of its early success to the special inspiration that persuaded the Authority to build in such a highly unlikely location.



1952-1977

THE GOOD LOOKS OF PARKING

Before John Walker worked for the City of Toronto, long before he became the Authority's first general manager, he made his living as an official in Forest Hill Village, a community that lay immediately next door to Toronto's north end. Forest Hill was a prosperous residential district, a place of lush lawns, spreading maples and gentle gardens. In summers, the village shimmered in green. The color dominated Forest Hill's appearance, and it understandably established standards for John Walker. Thus, when he moved into the Authority's general managership, he brought along his affection for green, and that, probably as much as any factor, explained why green became very early the color that identified Authority car parks — green signs, green trim on booths, green fences, green lettering. Green, for Walker and for the Authority, spelled good looks.

Beauty, to be sure, wasn't a first-priority concern in the Authority's early years. At the beginning, money was more crucial; it was essential to run an economic operation that wouldn't impose any financial burden on Toronto's taxpayers. Even so, the Authority took care in its designs, in its lot layouts, cashier's booths and its signs. It tried to make the car park, hardly the most aesthetic architectural unit ever conceived by man, as pleasing to the eye as its designers could manage. And to a remarkable extent it succeeded. Certainly it was no trouble for a reasonably observant car driver relying solely on the basis of visual appeal, to distinguish an Authority lot from a private operator's lot.

Through the late 1950s, the 1960s and into the early '70s, the Authority tinkered with ideas and experiments and features that would enhance the attractiveness of its car parks. There was no concerted program behind its efforts, but there was plenty of evidence of solid conscientious concern. Consider, for example, the Authority's lots along Bloor-Danforth. How, the designers pondered, could the lots, in the midst of busy commercial-residential neighbourhoods, blend more easily into the cityscape? Bushes around the perimeters of the lots? Bushes were rejected on the grounds that they'd pick up unsightly scrap paper. How about trees? Catalpas and Globe maples seemed the best bet, and rows of them were planted round the lots. They struggled against a variety of obstacles — vandalism, salt from the winter roads — and many of them died. But enough survived to lend the lots a touch of green and grace, and the Authority pushed on with other similar experiments.

Small flower gardens were installed in front of many Authority booths. Cut-stone walls and ornamental porticos were built to dress a few lots in refreshing formality. The lots on Roehampton east of Yonge were edged in Globe Maples, and the Parks Department co-operated with the Authority in circling the perimeters of several other lots in residential areas with handsome trees planted at eight-foot centres. So it went.

Booths on Authority lots went through many transitions in an effort

to arrive at structures that combined efficiency, security and a respectable handsomeness. The first booths were mounted on stilts in the centre of the lots. As the Authority moved to control booths — booths, that is to say, that stood at the entrance of the lots and controlled the coming and going of all cars — then their character changed. They were built lower to the ground, and their architecture underwent modifications. (The only non-control booths remaining in operation on Authority lots in 1977 are at Heath and Delisle and in some lots behind Yonge in the Hayden-Charles area.) The booths went from wood to steel (the Roehampton-Yonge lot still has a steel booth) to aluminium to, most recently, aluminium in a steel frame. In the same search for new and better forms, the shape of the booths proceeded through constant changes. At one point, an outside architect came up with a wing design, a booth with jutting roofs on each side to protect cashiers and customers from snow, rain and wind. The design survives, for example, in the booth at the Castlefield lot west of Yonge, but as with many other Authority ideas, the winged booth didn't represent the last word on the subject, and new styles have continued to evolve.

No matter what form the booths take, there remains one problem that the Authority may never lick — breakins. "On some Monday mornings," says Jim Thomson, the Authority's Operations Manager, "we expect to find at least two or three booths broken into over the weekend. The crazy thing is that there's nothing in the booths to steal. We used to put expensive locks on the doors. Now we only bother with cheap locks that don't cost as much to replace. Maybe what we ought to do is forget about locks altogether and put up signs that say, 'Please Don't Break Anything — Walk Right In.' "

Thomson's idea seems a slightly more humane — and attractive — solution to the break-in dilemma than the "Security Booths" featured on the car parks of many American cities. They're equipped with bullet-resistant plexiglas windows, a self-closing steel door with jimmy-proof locks and diamond-pattern steel-plate walls. In appearance, they combine all the nasty features of a bank vault, a Sherman tank and a cell on death row, and they represent the reverse of the Authority's drive toward pleasing carpark design.

That drive took on increased intensity in the mid-1970s, and much of the new impetus came from David Stager who joined the Authority as a commissioner in 1973 and who took a special interest in the aesthetics of car parks.

"I can trace that part of my Authority concern to a couple of conversations," Stager explains. "It was at the end of a summer holiday after I'd been with the Authority for a year, and I asked a family friend what he thought was wrong with parking lots. 'A graphic jungle,' he said. Then I asked my wife the same question. 'Concrete jungle,' she said. It was fascinating to me that both of them leaped on the visual aspects of our car parks. And it seemed to me that a great many other people in the city who use the lots and garages must feel the same way. So I thought, well, let's clean up our act."

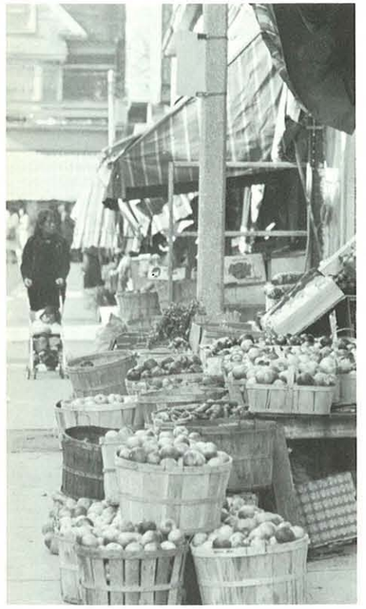
The Authority set aside $30,000 to probe toward further solutions to the looks of its facilities. An architectural firm, Hadley Freeman Mutrie, coordinated a study that marshalled together experts on design, lighting and landscape, and they produced a package that suggested new approaches to booths, lighting, bumpers, landscape, uniforms, signs and almost every other branch of carparking that strikes the customers' eye.

Gradually a few changes have moved into reality. The traditional and popular Authority symbol was recast, emerging as a white P on a green background. Similarly the signs outlining the rates for each car park were redesigned to yield a higher degree of legibility. New lighting standards offering maximum visibility were installed in the lot at Bay and Lakeshore. And in such ways, the changes proceeded, taking the form of a campaign by the Authority to set standards in the visual appeal of lots and garages that would have an impact throughout the parking industry.

Indeed, in looking for solutions, nothing was sacred, not even John Walker's long-ago affection for green. In some lots, his green paint was replaced by wood stain. The wood stain looked attractive, and what's more, it didn't present the peeling problems that came with green paint. John Walker might have been saddened at the end of his beloved green, but no doubt he'd celebrate the new step in good looks.

THE NEIGHBOURHOOD CONNECTIONS

The Authority began a program of making friends with the merchants and businessmen, landlords, tenants and homeowners who lived and worked in the vicinity of its car parks as early as 1954 when it introduced the concept of parking stamps. How were the stamps handled? Easy as pie. They came in $10 books of one hundred stamps per book. Any merchant could purchase a book at face value (with the Authority absorbing the cost of printing and distribution), and when a customer transacted business in the merchant's store, the merchant would ask for the customer's parking ticket from an Authority lot and paste on a stamp. Back in the lot, the customer showed the stamped ticket to the cashier and received in return a refund or credit against the price of parking. The idea behind the stamps was, as the 1954 annual report explained, "to help the merchants in Toronto's older neighbourhoods to compete with the attractive free parking of the suburban shopping plazas." The stamps scheme proved successful and has persisted, with modification, through the Authority's entire history. But the stamps represented merely one step that the Authority took to maintain generous relations with its neighbours and their customers.



Kensington Market.

The local improvement plan came next. It went into effect under a 1961 amendment to the City of Toronto Act, and it worked in this way: where the cost of land made it uneconomical for the Authority to develop a parking lot in a given district, then the property owners in the district could co-operate with the Authority project by agreeing to a benefitting assessment on their property on a per-foot frontage basis, and the Authority would use the cash to defray the capital cost of the car park. The first five lots built under this ingenious scheme went into operation in 1963. Three of them were located in the Bloor-Jane-Runnymede area, and their opening was celebrated with a parade, brass bands, lucky draws and a crowd of local citizens. The neighbourhood merchants were proud of the co-operative venture, and the Authority was so delighted that it flew Mayor Donald Summerville from city hall to the opening ceremonies in a helicopter. The mayor cut a ribbon, said a few welcoming words, shook some hands and led the locals in celebration of the grand new parking scheme.

"In a nutshell," explains Reg Lewis, the long-time Authority secretary-treasurer and successor in 1974 to Bob Bundy as general manager, "benefiting assessment is of course something that is levied against commercial property owners who benefit from an Authority lot. But it doesn't come into play except where a lot is too expensive to develop in the sense that it would be a sub-economic venture in income derived from its operation. And — another very important condition — it doesn't apply unless a majority of property owners in the district are in favor of the project."

Nor did the Authority overlook the city's developers, those men and companies that put up apartments, shopping malls and office buildings. In the early 1960s, the Authority recognized that developers and redevelopers might run into troubles, both economic and physical, in trying to meet the off-street parking requirements imposed by zoning bylaws. The Authority also recognized that if several small apartment developers in one district built several small and individual parking lots, traffic in the district would become dense, congested and offensive to residents, pedestrians and the car drivers themselves. How much better in such cases to use a single Authority lot for all the required parking in the district. Taking the notion one step further, how much more sensible for the developers or redevelopers to make cash contributions toward Authority off-street parking than, in difficult cases, to develop their own parking facilities.

To solve the dilemma — and to save parking clutter in many neighbourhoods — the Authority arranged legislation in 1963 that permitted developers to pay capital amounts into a special municipal parking fund in lieu of providing direct parking required by zoning bylaws. The Authority worked out a formula to determine the size of the contribution in each individual case, a formula that took into consideration the varying land costs throughout the city and the estimated structural cost per car at any given time in a hypothetical six-storey parking garage averaging 325 square feet per space. The formula was complex but it struck a note of perfect fairness, and developers all across the city were quick to take advantage of the provision.

"In truth," says Reg Lewis, "the plan hasn't worked in precisely the way we had in mind. We weren't aiming at the big developers but at the small ones, at the chap out at Pape and Danforth, for example, who was changing his structure and had to provide five or six more parking spaces. We wanted to save him from building an unnecessary lot. But in fact it has to a large extent been the bigger developer in the more down-

Mayor Donald Summerville at the gala opening of the Bloor-Jane-Runnymede carparks, 1963.

town areas who has taken advantage of the plan. Here's an example — the company that built the big shopping and office complex on Cumberland Street between Bay and Yonge contributed $861,000 to the Authority's new Cumberland-Yorkville garage across the street rather than providing on-site parking spots. That may not have been what we had in mind when we introduced the plan, but of course it's a perfectly legitimate function of the scheme."

And it represents another instance, on a grand scale, of the ways in which the Authority has made friends with its neighbours.

THE SUPERVISORS

Jim Thomson puts it best. "A supervisor," he explains, "is a man on his own. Nobody tells him exactly how he ought to do his job as long as he gets it done. He's in charge. He's special."

Jim Thomson knows what he's talking about. He joined the Authority in 1959 as one of six supervisors after a quarter of a century in the milk business, and today he is Chief of Operations in charge of all supervisors who now number 22. The entire Authority staff hovers around 200 workers — it peaked in June of 1976 when there were 143 outside employees, 55 part-time employees, and 45 administrative and supervisory personnel for a total of 243 workers — but in many ways, it's the supervisors who are the key to the operation. Their job is pivotal since they serve as a link between the office and the car parks. They keep the lots and garages in smooth function, they tend to maintenance of car parks, they direct an eye to the flow of cars and cash. And in their daily working hours, they're the men who experience a little pressure, a lot of hustle, a dash of glamor and, sometimes, a generous store of laughs.

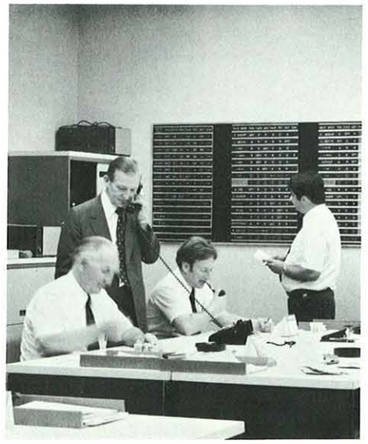
Each supervisor is responsible for fifteen to twenty car parks. For Authority purposes, the city is divided into four districts, north, south, east and west, and a supervisor takes care of all lots within his district. There are night supervisors and day supervisors — the shifts stretch from eight o'clock to four, two o'clock till ten — and there are relief supervisors and two more who service lots with meters and machines. Twenty-two supervisors in all.

"They have to keep sharp," Jim Thomson points out. "You take a man who's looking after our O'Keefe Centre lot. He has to know when the Centre's running a popular matinee because the area has a couple of busy restaurants and the St. Lawrence Centre besides the O'Keefe, and if there's going to be a terrific crowd flocking in for a really good matinee, well then the super has to be ready with extra personnel and extra parking space nearby. In times like that, it's no picnic."

Supervisors also have to prepare themselves to handle bizarre situations. Abandoned cars are a frequent headache. Sometimes car thieves take a joyride in a stolen Chevvy or Volvo and then stick it in an Authority lot. It's up to the supervisor, once he's discovered the vehicle, to try and track down the owner. On a few occasions, he'll find that supposedly abandoned cars turn out merely to have been left for safe storage. Once, for example, a supervisor set out to trace a Cadillac that had sat for two weeks unclaimed on the Authority lot near the St. Lawrence Market. He managed to track the registered ownership to a dry goods company on Spadina Avenue.

"Oh sure," said the young man who answered the phone at the company offices. "That's my father's car. He's gone to Poland. He'll pick it up when he gets back. Don't worry."

The supervisor relaxed, and when the father returned, sure enough, he peeled from a roll of twenty-dollar bills and claimed his car. The supervisor wasn't surprised. It had happened before.



Jim Thomson, Operations Manager with members of the supervisory staff.

The Authority's relationship with its supervisors and with all its other employees have run smoothly on both sides. In 1958, the Authority signed its first union contract with Local 43 of the Canadian Union of Public Employees, and all employees have enjoyed higher rates of pay and other benefits than workers in private lots which remain for the most part non-unionized. An Authority cashier, for example, earns a base pay of slightly under five dollars per hour, and in addition the Authority takes care of his uniforms, his medical plan, dental plan and other similar extras.

To be sure, some cashiers might argue that part of their salary is earned as danger pay. There was, as an instance, the day not so long ago when a woman, pulling her big car into an Authority lot, stepped on the accelerator when she thought she was reaching for the brake. Her car rocketed into the booth, demolishing it and sending the two cashiers flying for their lives. Both men survived with only a few bruises, and both no doubt figured that the experience qualified them to move up to the next death-defying position — a job as an Authority supervisor.

THE TRAIL-BLAZING IDEAS

The ticket machines came along in 1967. They supplied each car driver with a ticket, in return for money inserted in the proper slot, that carried the time and date stamped on it, the value ranging anywhere from one to ten hours. They were a means of operating a lot without a cashier, thereby holding down labor costs and parking prices. And, imported from California, they were the first such devices ever used in a Canadian car park.

The machines hardly represented the earliest innovation that the Authority showed to the parking industry in Canada — or, in some cases, to the parking industry around the world — and they were far from the last. Down through its quarter century, the Authority has taken a small pride in getting out first in its business and in coming up with ideas that have been, at least in a modest way, trail-blazing.

The computer, for example. "We're the only parking organization I'm aware of that uses a conventional computer in the manner we do", Reg Lewis explains, and it's a tool that holds all sorts of promise. The city owns the computer, you see, and we plugged into it in 1975 through terminals in our own offices. And with its help, we can diagnose and analyze every single bit of parking information from every conceivable angle. We're even getting into the business of building a pricing model. Suppose, for instance, we increased the parking price at one lot by five cents and decreased it at another by the same five cents. What impact would that have on traffic patterns? The computer can help us to find out very quickly. The implications that it offers for our planning purposes are breath-taking."

Reg Lewis is a man whose background and inclinations make him especially enthusiastic for new and streamlined ways of plotting the Authority's course in the years ahead. He came to Canada a quarter of a century ago intending to stay a year or two while he gained experience as an accountant. He applied for a job with the Authority and became intrigued with its challenges. "I'll never forget," he says, "the excitement of all those hours spent trying to thrash out the flocks of new problems we kept running into in the hard early years." He stayed on and worked his way through positions as secretary-treasurer, assistant general manager and finally general manager. And it's been largely under his stewardship that the Authority has branched into new techniques and devices for speeding along its duties.

The computer is one such device but it doesn't come close to exhausting the list. There are, in addition, the Authority's unique manuals — a design manual that explains how to lay out a car park in ways that are handsome and efficient, and an operator's manual that tells everybody everything they always wanted to know about parking management including methods for getting rid of those infernal abandoned. cars. These manuals are much in demand among parking organizations outside Toronto. Then there's the Authority's reference library, a growing collection of books, magazines, papers, pamphlets and learned documents that offer an education in parking and its ramifications for many communities. And, by no means least, there are the Authority's fresh approaches to personnel. In 1975, a resident planner joined the staff, an expert who specializes in integrating the Authority's responsibilities into a planned city-wide transportation system. He's a specialist and so, in a different, more free-form style, are the architectural and planning students from the University of Waterloo whom the Authority began to integrate into its operations in the middle 1970s.

"They're young and they're idealists," Lewis explains. "We don't put the brakes on their thinking and they come up with terrific ideas. At some point, the practicality of the older hands around here has to come in as a balancing force. But, by and large, the students are paying great dividends in planning."

THE RECORD — AND THE FUTURE

"We're not in the business of providing parking spaces," John Walker told the press in November 1953. "We're trying to ease the traffic problem."

"The motor vehicle," noted the Authority's annual report for 1956, "has not fitted into our modern urban life — it dominates, inconveniences and frustrates it."

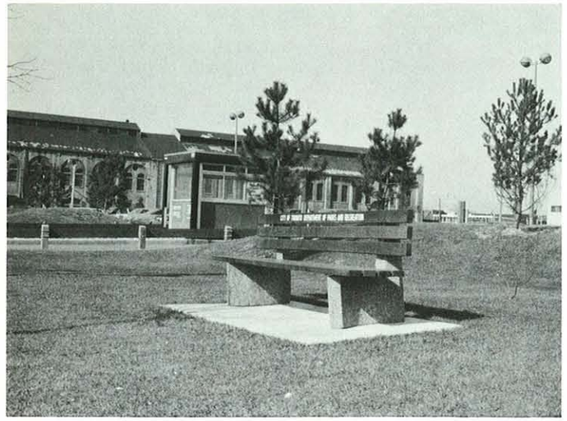
"For many years, the parking problem was considered something that belonged exclusively to the downtown," Ralph Day said in 1961. "But the Authority's experience is that we've also got to look after the outlying neighbourhoods. We must provide parking for people who want to leave their cars in distant lots and come downtown by public transport, and we must provide parking to help out the local merchants."

"In 23 years of operation," the Authority's 1974 report declared, "the Authority's role has shifted from one of providing low-cost parking space to one of working with other municipal agencies to develop solutions regarding the movement of motor vehicles within the city of Toronto."

As this panorama of quotes demonstrates, the core of the Authority's responsibility has remained the same down through its history — how to deal with Toronto's ever-expanding motor vehicle population — but the philosophies and attitudes that it calls on to attack the responsibility has shifted and changed with the years. "At first, you might say we were consumed with the balance sheet," Reg Lewis points out. "We were constantly trying to squeeze out more parking space. But in later years, we've veered away from that and headed into more co-operative activities that mesh with agencies like the Planning Board and the Housing Department for the overall good of the city." Indeed, the thrust of the future for the Authority, as Lewis puts it, "is to take in more of the planning function as it relates to parking."

The Authority's evolving role in city life is reflected in many ways and in many fresh steps. Through the mid-1970s, for example, it has initiated all sorts of experiments, some of them temporary in an effort to emphasize downtown car parks as a haven for short-term parkers and to confine commuter parkers to lots on the fringes of the city centre. In January 1974, it estalbished the Bay and Lakeshore lot (capacity: 485 cars) as a car-pool lot, charging a flat rate of fifty cents between six a.m. and six p.m. for cars carrying three or more people. And in the spring of 1974, a dual parking rate was started at the Nathan Phillips Underground, Queen Victoria and University Underground garages. This charged a premium on those parkers entering or leaving in the morning and evening rush hours, this being a tactic to encourage drivers to spread their arrivals and departures.

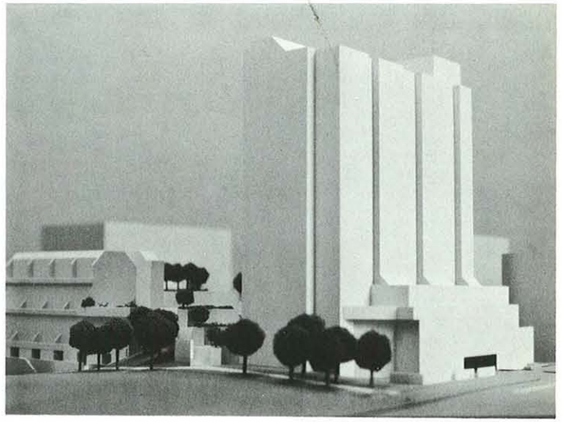
Maurice Anderson, Comptroller, and Peter Keaveny, Administration Manager.



Carpark 126, Front and Parliament.

The Village Arcade in the Yorkville-Cumberland Garage complex.

The Authority's offices and 1000-car garage at Yorkville-Cumberland.



The Holly-Dunfield project at Yonge/Eglinton, (model).

These innovative measures were carried out in the same adventurous spirit as the continuing campaign to make Authority car parks brighter and more human. "This sort of thing has brought us into exciting co-operation with the city's Parks and Recreation Department," Reg Lewis says. "The Parliament-Front car park is a terrific example — we ended up with a landscaped parkette in an area of the city where they're just about destitute in park land." In at least a couple of cases, the Authority has gone even further in the direction of beautification and surrendered some of its valuable space — the Gloucester-Dundonald lot and part of the Cumberland-Bellair lot — for conversion to parks.

Then there's the new Authority headquarters, a building that represents another side of urban aesthetics. Opened in late 1974, the building offers, besides Authority offices and a multi-level garage, a shopping mall of boutiques and specialty shops all dressed up in a handsome exterior that blends comfortably into the surrounding commercial area.

But of all the Authority's moves into the future, perhaps the Holly-Dunfield project most dramatically typifies the wave of the next decade. Holly-Dunfield is an established Authority car park not far from the intersection of Yonge Street and Eglinton Avenue. It provides ground space for 218 cars, and if the Authority wished to sell off the air space above this valuable property, it could turn a tidy profit. Instead, the Authority has chosen to enter into a co-operative plan with the Housing Department that will ultimately result in a complex bringing into one unit a residential tower for non-family citizens, a group of townhouses for families, extensive landscaping and a municipal parking garage for some 500 cars. The design for the complex has already won an Award For Excellence from Canadian Architect Magazine, and the project stands as one model for the multiple-use schemes that the Authority sees as one of its obligations in the future.

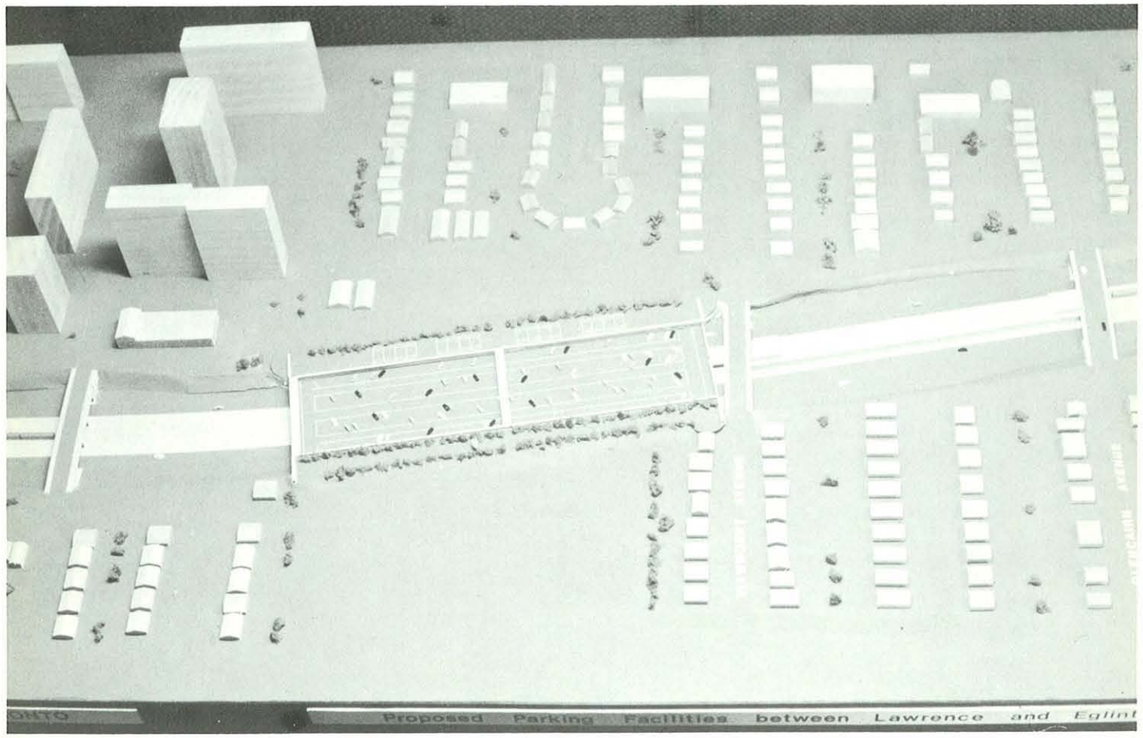
25 P 1952-1977

At the same time, the Authority must continue to wrestle with more mundane and less glamorous parking problems. It is, to be sure, the largest publicly owned and operated car park system in the world, handling some ten million cars per year in the mid-1970s. But it has no time to rest on the satisfactions of its past achievements or its present plans. It must deal, for example, with the constant loss of established parking spaces; in recent years, it has given up many spaces in the Nathan Phillips Underground for use of city hall employees and politicians, it's surrendered 192 spaces at Dundas and Simcoe for construction of a police station, and it has lost 467 spaces on the Market Block to St. Michael's Hospital which, in turn, sold to a private developer who has temporarily leased the land to a commercial parking company. These spaces, along with others must be replaced, just as new parking lots must be developed along the route of the new Spadina subway line. Under the particular leadership of John Sherk who joined the Authority as a commissioner in 1973, the plans for Spadina assumed a crucial role in the Authority's future. Working with experts from a variety of disciplines, the Authority prepared a highly detailed study for city council, completed in March 1977, that demonstrated the means in which spacious car parks can play a key part at the Glencairn, Lawrence West and Eglinton West stations on the Spadina line. The study encompasses traffic patterns, car volume, construction costs and all the other elements that are essential to the solution of new parking needs. And, consistent with the Authority's past record, the study also takes aesthetic demands into consideration. "Every effort," John Sherk wrote in an introduction to the report, "was made to ensure that the structures would be compatible with the surrounding neighbourhoods."

So the work progresses. Plans for the extension of the Rosehill garage from 326 spaces to at least 550 spaces. Development of a parking structure in the Kensington Market that will provide about 300 spaces for shoppers, visitors and businessmen. A grand overall three-year projection of schemes, principles and accomplishments that will take the Authority through to 1979. The work leaps ahead.

"We're taking a leadership role in parking," David Stager says. "Multiple use, rate structure, visual appearance — the Authority is showing the private parking industry, the citizens of Toronto and everyone else the way that we think these things can move for the most benefit to the city and its future. We've got to be dynamic and I think we're getting through to people with the message."

"It's a learning process," Reg Lewis sums up. "That's what I've decided after all the years at the Authority. It's a learning process, and we're always broadening our approach to these parking problems that are so crucial to the life of the city."



A model of the parking garage at the Glencairn Station, one of three proposed for the Spadina subway line.

The Parking Authority of Toronto

1952-1977

Financial Statement 1976

Balance Sheet
as at December 31, 1976

Auditor's Opinion

I have examined the Balance Sheet of the Parking Authority of Toronto as at December 31, 1976 and the Statement of Revenue and Expenditure for the year ended on that date, and have obtained all the information and explanations I have required. My examination included a general review of the accounting procedures and such tests of accounting records and other supporting evidence as I considered necessary in the circumstances.

In my opinion, the accompanying Balance Sheet and Statement of Revenue and Expenditures present fairly the financial position of the Authority as at December 31, 1976 and the results of its operations for the year ended on that date in accordance with generally accepted accounting principles applied on a basis consistent with that of the preceding year.

J. Rabinowitz, C.A.,
Deputy City Auditor.

Toronto,
April 21, 1977

Assets

Current Assets:			
Cash in bank and on hand including Term Deposits	$3,834,412		
Accrued Interest on Deposits	21,500	$ 3,855,912	
Accounts Receivable		216,520	
Prepaid Expense		11,073	
Inventories		44,843	
			$ 4,128,348
Fixed Assets:			
Car Parks — Lands and improvements Completed Projects		$19,622,831	
Projects under construction		6,573,801	
Furniture, Fixtures and Equipment		570,381	26,767,013
Proceeds from sale of debentures held by the City			257,697
Proceeds from sale of property held by the City			190,775
			$31,343,833

Liabilities

Current and Accrued Liabilities:			
Accounts Payable		$ 825,922	
Deferred Revenue		14,577	$ 840,499
Sick Credit Reserve:			312,654
Current Surplus:			
Balance December 31, 1975		$ 1,327,007	
Provision for capital expenditures in 1976	$ 63,108		
Excess of start-up expenditures over revenue in connection with the Village Arcade Mall	215,660	278,768	
		$ 1,048,239	
Profit, after provision for debt charges for the year 1976, 50% of which is payable to the City of Toronto	$1,777,580		
Proceeds from the sale of land	149,376	1,926,956	2,975,195
			$ 4,128,348
Capital Liabilities:			
Debenture Debt:			
Issued		$14,320,259	
Less: —Redeemed to December 31, 1976	$3,004,226		
—Sinking Fund Investment as at December 31, 1976	7,491,361	10,495,587	3,824,672
Capital Surplus:			23,390,813
			$31,343,833

Note: Contingent Liabilities $40,000.

Statement of Revenue and Expenditure

for the year ended December 31, 1976

The Parking Authority of Toronto

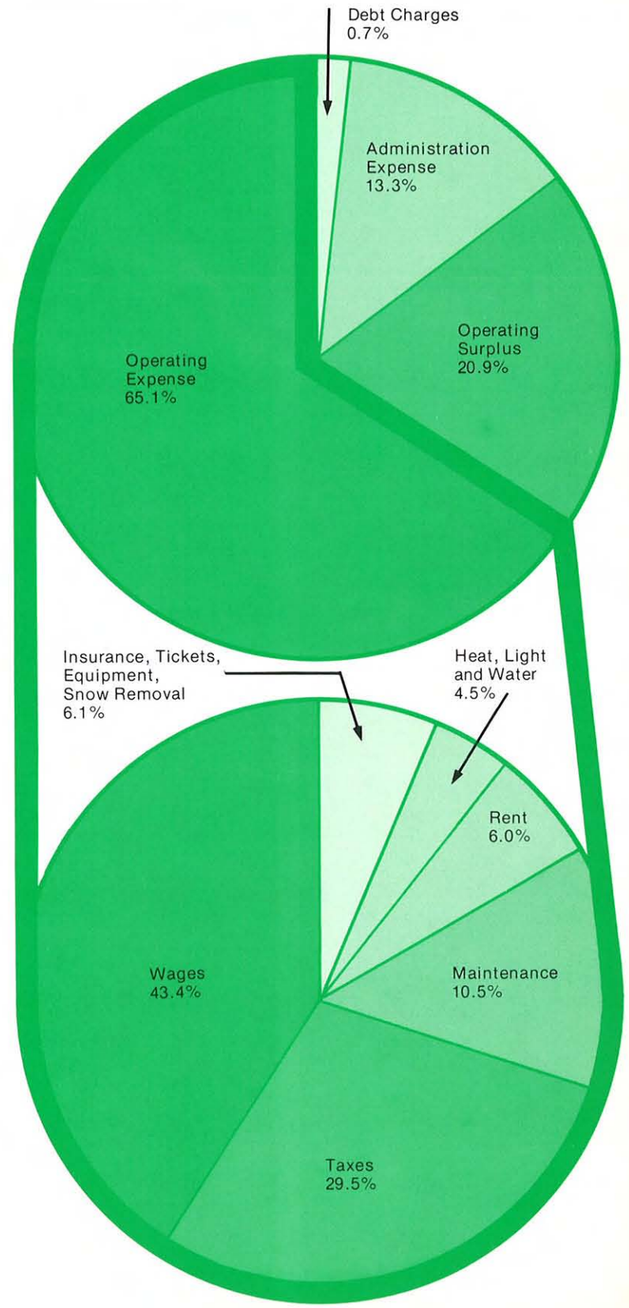
Parking Revenue	$8,142,989	
Parking Area Expenses	5,539,001	$2,603,988
Sundry Revenue		363,687
		$2,967,675
Administration Expenses		
Salaries and wages	$ 586,226	
Rent and Utilities	74,781	
Maintenance	8,624	
Postage, stationery & office supplies	13,966	
Drafting supplies, etc.	777	
General Expense (incl. Special Surveys)	179,191	
Travelling and Conference Expenses	39,701	
Employee Welfare Plans	179,567	
Honoraria	12,173	
Legal	5,918	
Advertising	3,459	
Lease of Equipment	17,258	
Furniture and Equipment	11,346	1,132,987
Direct Operating Surplus		$1,834,688
Debt Charges — Debenture Debt Charges		$ 280,002
Less: Interest earned on fully paid Sinking Fund Deposits	$202,697	
Interest on funds advanced to City	20,197	222,894 57,108
		$1,777,580

This is the Statement of Revenue and Expenditure referred to in my certificate dated April 21, 1977 appended to the Balance Sheet of the Parking Authority of Toronto.

J. Rabinowitz, C.A.,
Deputy City Auditor.

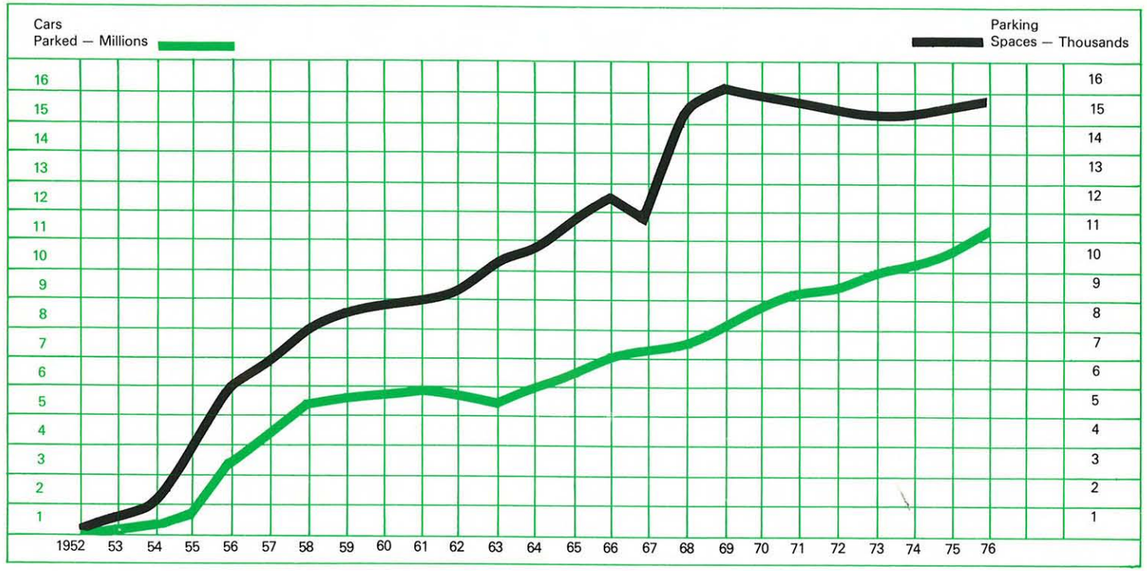
1952-1977

How the income dollar was spent:

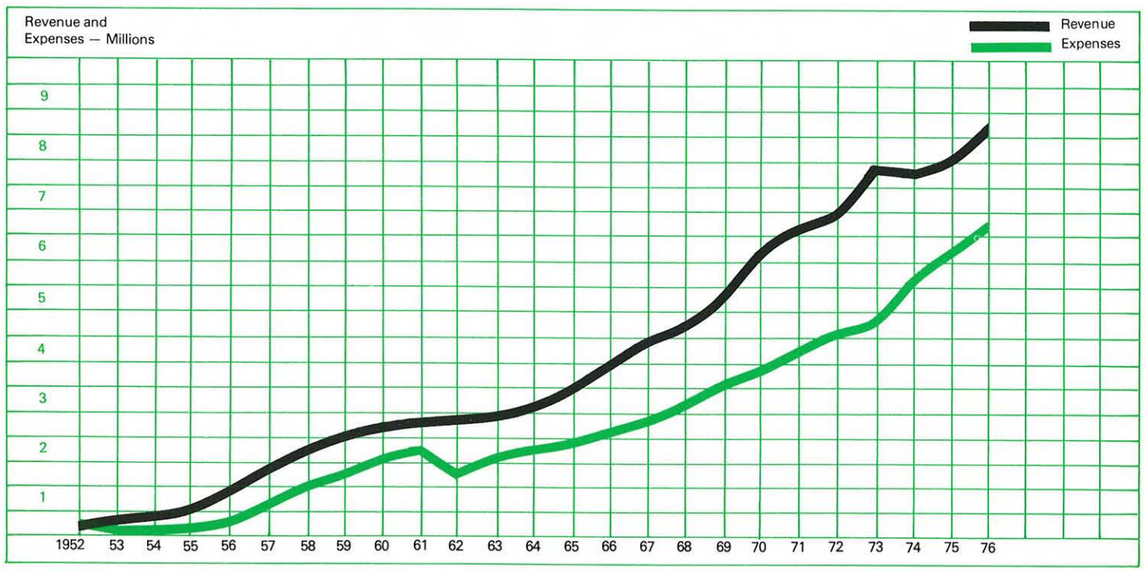


How the operating dollar was spent:

Municipal Parking Spaces and Cars Parked

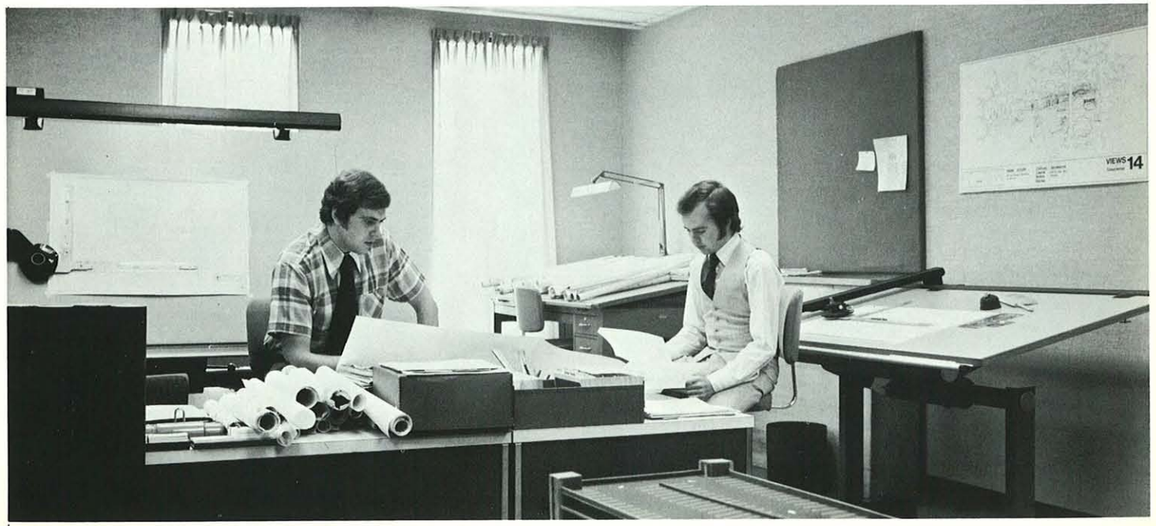


Revenue and Expenses



Carpark	Location	Capacity
1	Hayden Street, east of Yonge	153
2	Charles Street, east of Yonge	84
3	Isabella Street, east of Yonge	119
5	Wellesley Street, east of Yonge	147
11	Rosehill - Yonge Garage	323
12	Alvin Avenue, north of St. Clair Avenue East	174
13	Delisle Avenue, west of Yonge	162
14	King Street, east of Church	21
15	Yorkville - Cumberland Garage	1038
16	Cumberland Street, west of Bay	77
17	Pape Avenue, north of Danforth	99
18	Keele Street, south of Dundas	78
19	Pacific Avenue, south of Dundas	71
20	Cedarvale Avenue, north of Danforth	38
21	Amroth Avenue, south of Danforth	54
26	Queen - Victoria Garage	523
28	Pape Avenue, south of Danforth	77
29	Holly Street, south of Eglinton	216
32	N/E corner of Bay Street and Lakeshore Boulevard West	523
33	Temperance Street, east of Bay	85
34	Dundas Square at Victoria	57
35	S/W corner Eglinton Avenue and Duplex	93
36	Nathan Phillips Square Underground Garage	2022
39	Castlefield Avenue, west of Yonge	164
41	Norton Avenue, west of Dufferin	64
42	Elmwood Avenue, south of St. Clair	66
43	Esplanade Street, east of Yonge	568
44	Fuller Avenue, north of Queen	135
45	Broadview Avenue, north of Queen	92
47	Burnaby Boulevard, west of Castle Knock	174
48	Lee Avenue, south of Queen	73
49	Roehampton Avenue, east of Yonge	134
51	Lippincott Street, south of Bloor	145
52	University Avenue Underground Garage	323
53	Walnut Avenue, south of Richmond	197
55	Bedford Park Avenue, west of Yonge	45
58	Bedford Road, north of Bloor	144
62	S/E corner of Queen Street West and Abell Street	27
63	S/W corner of Jarvis Street and Richmond Street East	17
64	Durie Street, north of Bloor	150
68	St. Andrew Street, west of Spadina	117
70	Central Library, College and St. George	81
71	Bellevue Avenue, south of Nassau	101
72	George Street, south of Front	448
78	Erindale Avenue, east of Broadview	79
79	Sherbourne Street, north of Carlton	108
80	Keele Street, north of Dundas	58
81	Lansdowne Avenue, north of Bloor	23
82	Margueretta Street, north of Bloor	54
84	Salem Avenue, north of Bloor	35
85	Palmerston Avenue, north of Bloor	51
87	Chester Avenue, north of Danforth	64
88	Ferrier Avenue, north of Danforth	52
89	Lipton Avenue, east of Pape	70
90	Eaton Avenue, north of Danforth	88
91	Armadale Avenue, north of Bloor	143
92	Indian Road, north of Bloor	253
93	Euclid Avenue, north of Bloor	43
96	Portland Street, north of Front	246
97	Strathmore Boulevard, west of Donlands	14
98	Victoria Park Avenue, north of Denton	256
99	N/E corner of Warden Avenue and St. Clair Avenue East	1416
100	Warden Avenue, south of St. Clair	152
101	Cordova Avenue, west of Islington	438
102	Lomond Drive, north of Aberfoyle	284
103	Bloor Street, west of Islington	435
104	Ossington Avenue, north of Bloor	36
105	N/E corner of Richmond Street West and Portland Street	45
106	Augusta Avenue, north of Queen	119
107	Macpherson Avenue, opposite Rathnelly	40
108	Church Street, south of Esplanade	216
109	Aberdeen Avenue, west of Parliament Street	38
110	N/S Danforth Avenue, east of Coxwell	25
111	W/S Clinton Street, north of College	73
116	Kennedy Avenue and Glendonwynne Road	28
118	Queen Street East, east of Coxwell	26
126	S/S of Front Street, E/S of Parliament Street	223
127	Orchard View Boulevard, between Yonge and Duplex	32

Total — 78 carparks
14,762 spaces



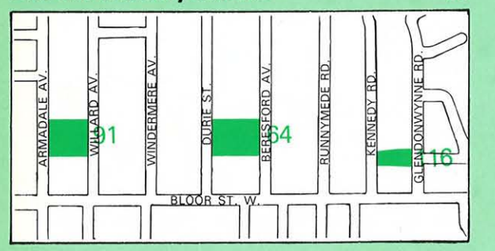
Carpark design and layout are produced by the Authority's drafting staff.

City of Toronto Municipal Carparks

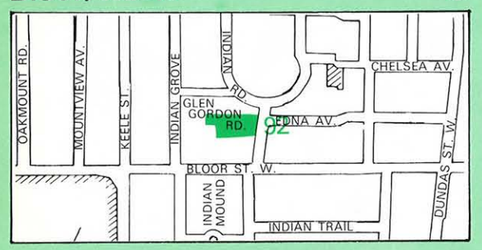
Surface Parking
Parking Garages

Bloor/Islington A

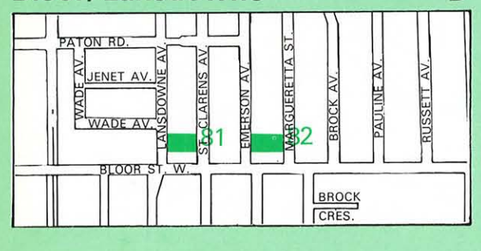
Bloor/Runnymede B



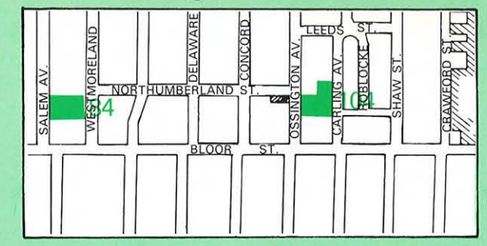
Bloor/Keele C



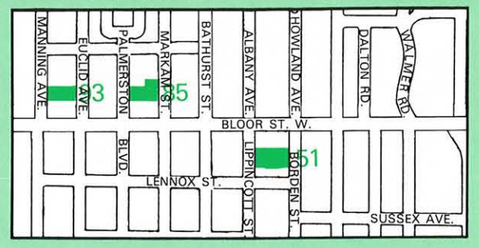
Bloor/Lansdowne D



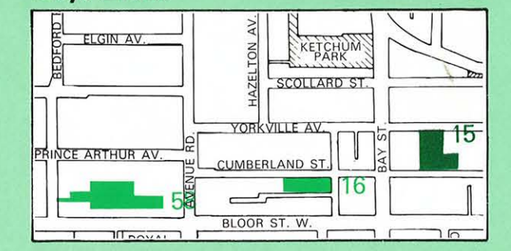
Bloor/Ossington E



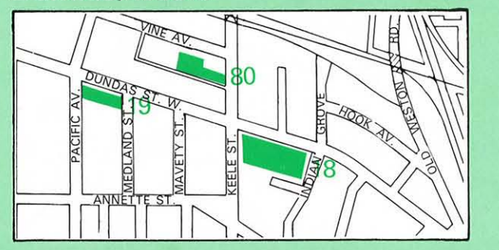
Bloor/Bathurst F



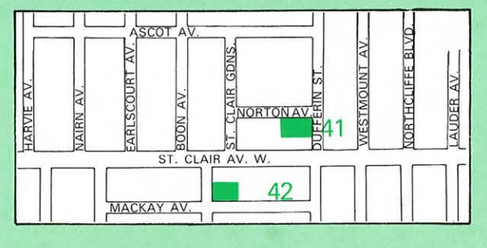
Bay/Bloor G



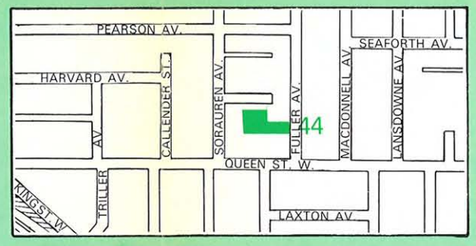
Dundas/Keele H



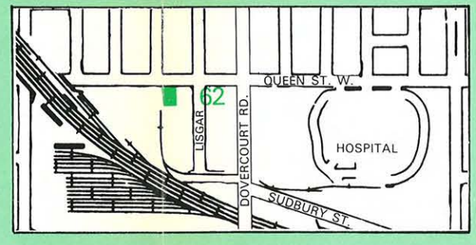
St. Clair/Dufferin I



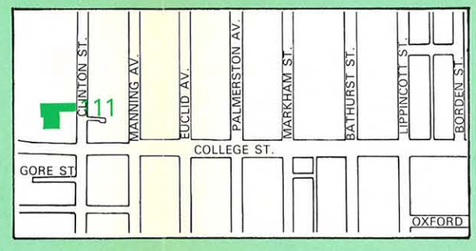
Queen/Lansdowne J



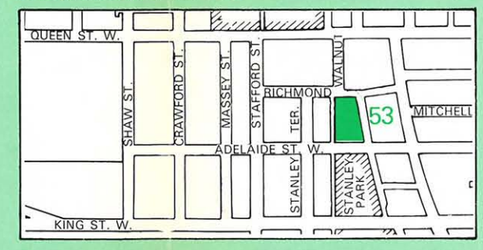
Queen/Dovercourt K



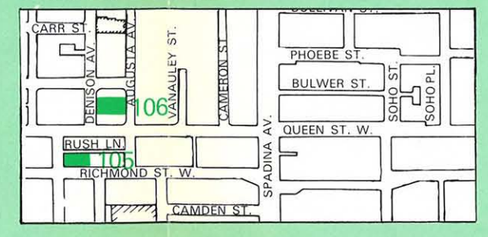
College/St. Clinton L



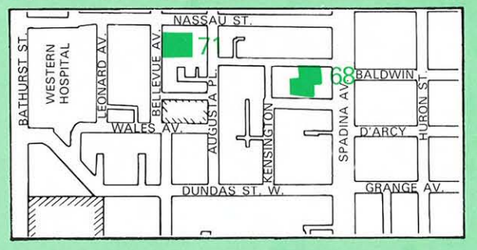
Richmond West M



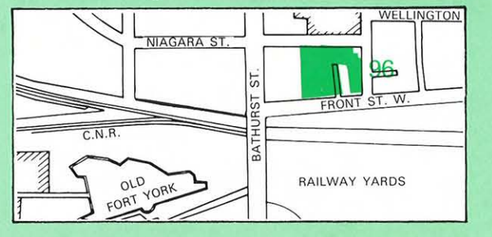
Queen/Bathurst N



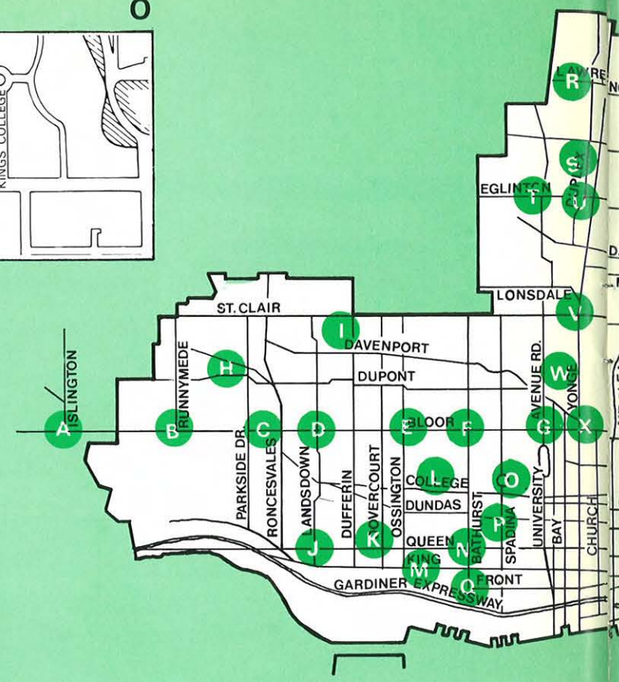
Spadina/Baldwin P



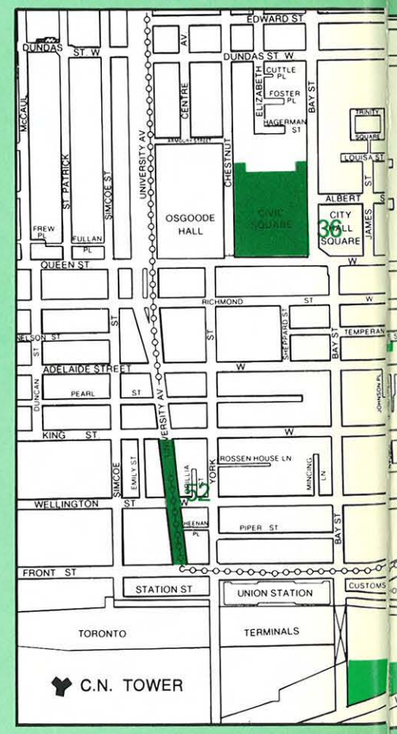
Front/Niagara Q

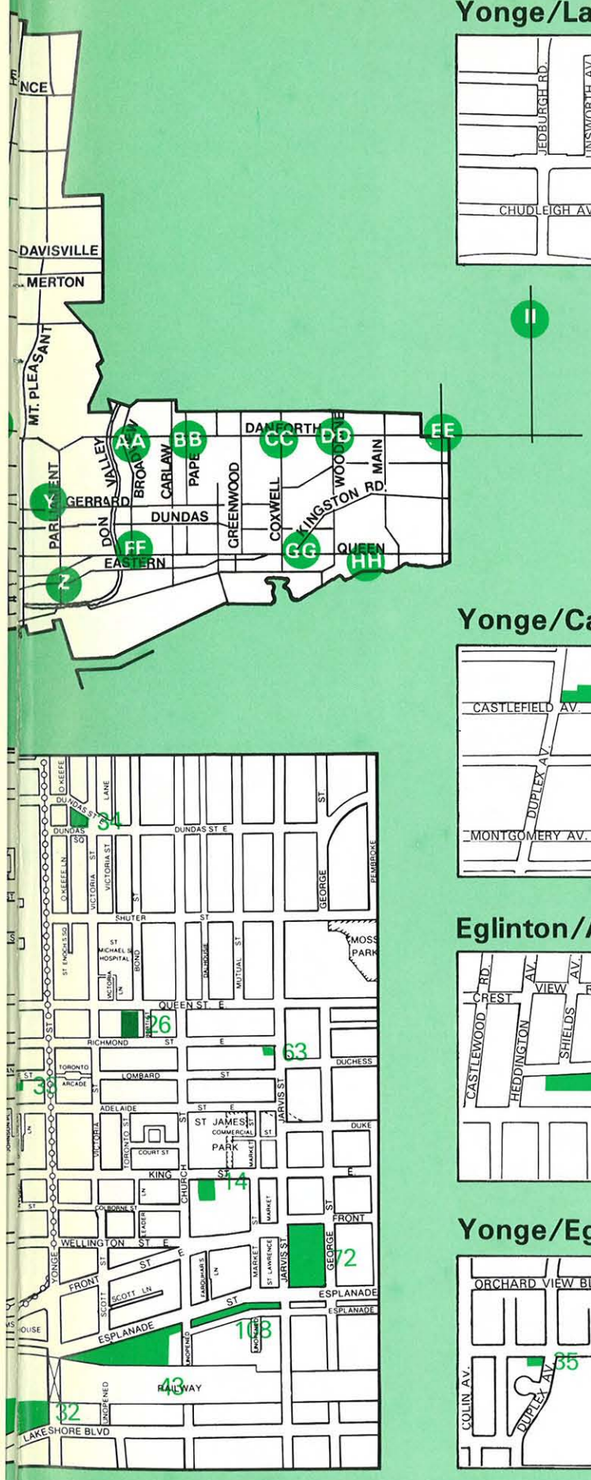


DOWNTOWN TORONTO

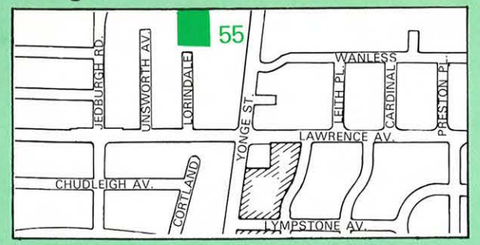


DOWNTOWN TORONTO

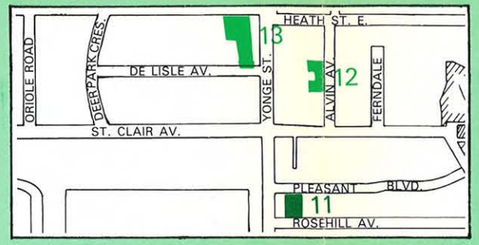




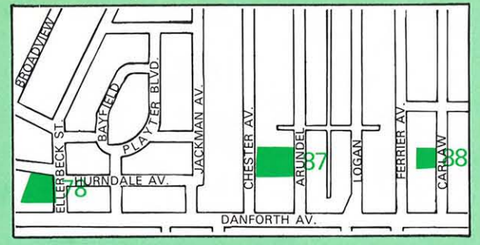
Yonge/Lawrence R



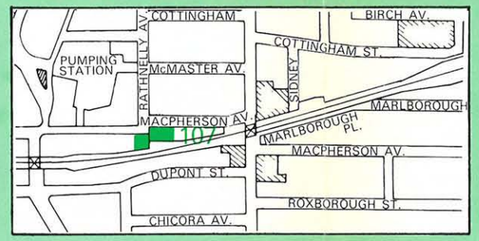
Yonge/St. Clair V



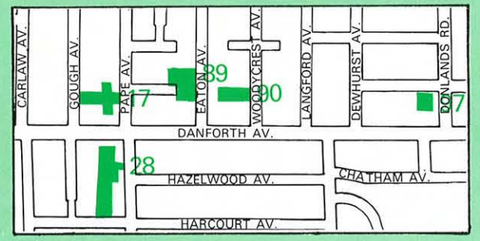
Danforth/Broadview AA



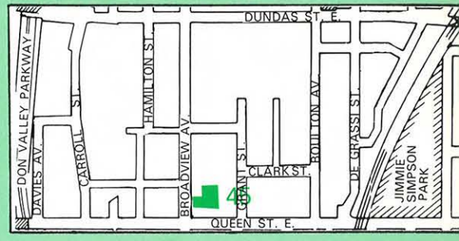
Avenue Rd./MacPherson W



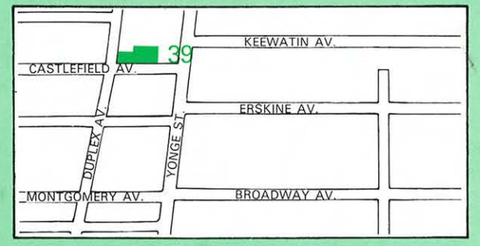
Danforth/Pape BB



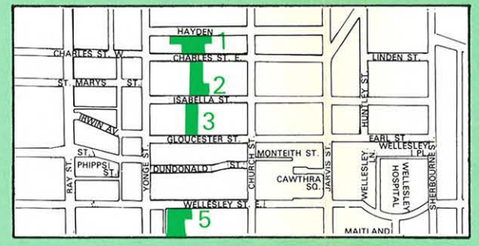
Queen/Broadview FF



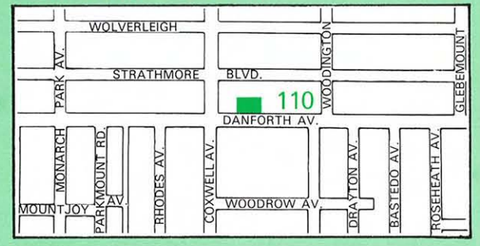
Yonge/Castlefield S



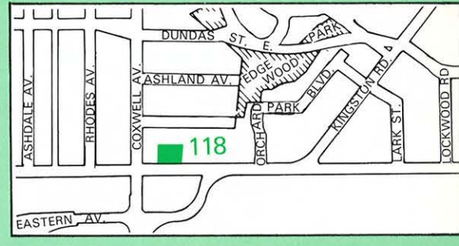
Yonge/Bloor X



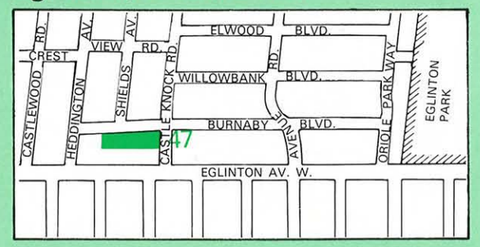
Danforth/Coxwell CC



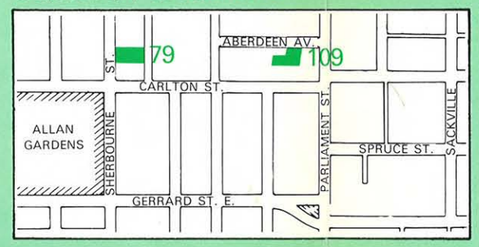
Queen/Coxwell GG



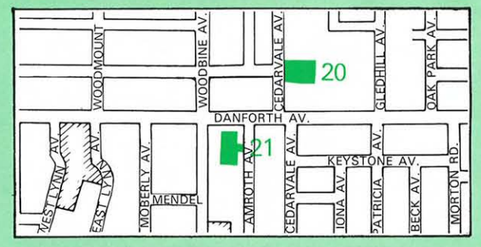
Eglinton/Avenue Rd. T



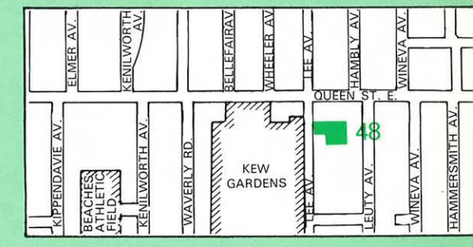
Carlton/Parliament Y



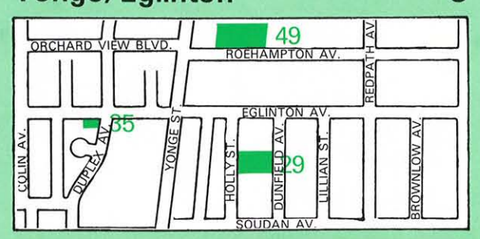
Danforth/Woodbine DD



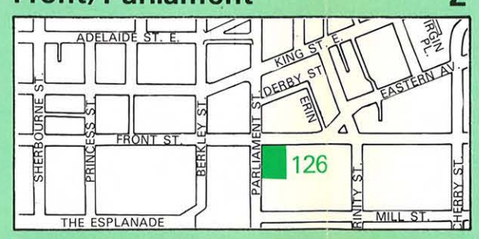
Queen/Lee HH



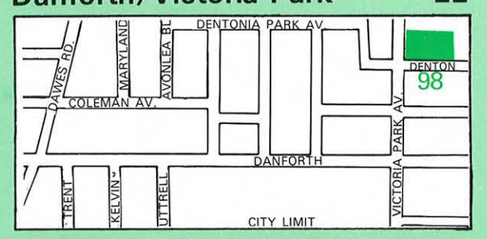
Yonge/Eglinton U



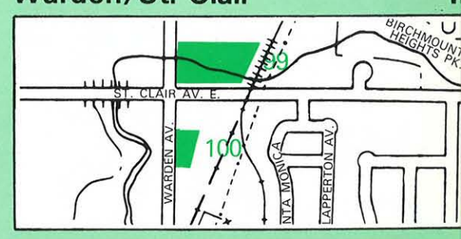
Front/Parliament Z

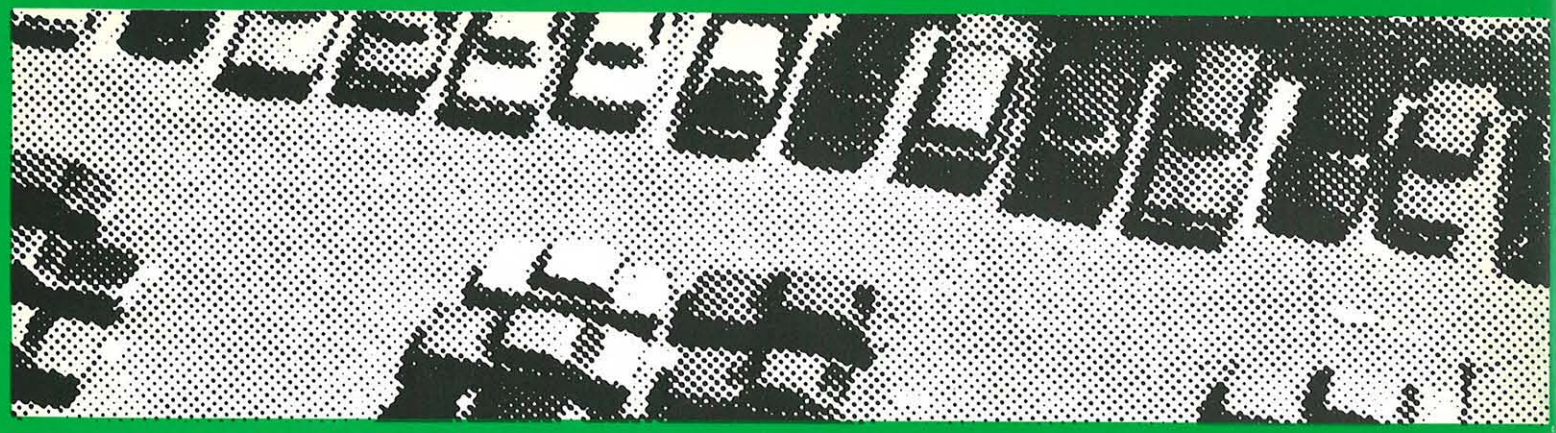


Danforth/Victoria Park EE



Warden/St. Clair I





Ask for free Parking Stamps

redeemed on nearby Municipal Carpark

Since its inception, the Authority has been aware of the needs of merchants in business districts for customer parking facilities to combat the loss of business to suburban shopping centres offering free parking. The Authority offers a validation system using Parking Authority stamps whereby the local merchant can offer his customer "free" parking at Authority carparks.

The Authority makes available at face value, in various denominations, books of stamps. When a merchant first purchases stamps from the Authority, he is issued a distinctive easel sign that can be displayed in his premises advertising the "free" parking service. The customer presents to the merchant his parking ticket from the municipal lot, the merchant affixes a validation stamp to the ticket, which is then honoured at the Authority's carpark.